

# City of Casey Activity Centres Strategy

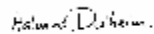
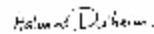
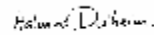
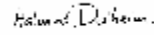
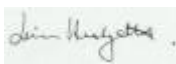
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# 1.0 Introduction

## Purpose of the Strategy

The purpose of the Strategy is to provide a clear direction for the development of a highly accessible activity centre system that maximises community benefit.

## Activity Centre Policy in Casey

The key dates in the development of activity centre policy in Casey are outlined below.

**May 1996.** Council adopted the *Retail Strategy for the Urban Area of the City of Casey*.

**May 2000.** Council adopted the *City of Casey Activity Centres Strategy*.

**September 2002.** Council adopts the city strategy *Casey C21: A vision for our future* (Casey C21). This long term city plan among other things links activity with urban form.

**October 2002.** The State government released a new strategy for metropolitan Melbourne entitled *Melbourne 2030: Planning for sustainable growth* (Melbourne 2030). This Strategy provides a new direction for activity centres across Melbourne.

**December 2004.** In line with the requirements for a review of the May 2000 Strategy, an updated strategy (this document) is adopted for the purposes of exhibition and finalisation as part of a planning scheme amendment process (Am C68), which seeks to link the updated Activity Centre Policy to the Planning Scheme.

## Melbourne 2030 a New Direction

Melbourne 2030 is the first major policy statement from the state government, that provides a clear direction and framework for activity centres for over a decade. In particular Melbourne 2030:

- î Provides direction for activity centres as part of a comprehensive land use and transport strategy for metropolitan Melbourne.
- î Contains a number of major new policy shifts and innovations including the designation of an Urban Growth Boundary (UGB).
- î Provides a number of clear directions for activity centres including:
  - ê An emphasis on an activity centre hierarchy, not a retail hierarchy.
  - ê A desire to broaden the activity base of activity centres.
  - ê Emphasis on linking/integrating activity centres to the public transport system, specifically the Principal Public Transport Network (PPTN's).
  - ê Emphasis on the inclusion of higher density residential development in and around activity centres.
  - ê The importance of structure planning.
  - ê Emphasis on the economic importance of activity centres.
  - ê The introduction of performance measures.

This Strategy responds directly to new policy directions of Melbourne 2030.

## 2.0 Context - Policy

### 2.1 Policy Context for Retailing in Victoria

The Activity Centres Strategy must address key policy documents relevant to State planning policy in Victoria. These include:

- î the Victorian Planning Provisions, particularly the State Planning Policy Framework;
- î Melbourne 2030

There are also a number of significant policy elements contained in City of Casey documents, including:

- î Casey C21 Strategy,
- î Casey Business Development Strategy
- î Casey Municipal Strategic Statement, this document is to be replaced by a modified version of Casey C21 as part of Am C50 and,
- î policy objectives for individual activity centres.

### 2.2 Melbourne 2030

In October 2002, the State Government released a policy document that has major implications to activity centre planning within Casey. *Melbourne 2030* is the State Governments planning strategy for metropolitan Melbourne and its surrounding region for the next 30 years.

*Melbourne 2030* states that at its core are nine ‘directions’, or desired results, whose achievement over time depends on putting into effect specific, carefully framed policies. The directions incorporate a number of policies, which are to be included in the planning system. The policies are supported by statements of intent.

#### The Nine Directions

The directions that relates specifically to activity centres are briefly outlined below:

- î **Direction 1: A Compact City.** Includes three policy statements:
  - ê Build up activity centres as a focus for high-quality development, activity and living for the whole community.
  - ê Broaden the base of activity in centres that are currently dominated by shopping to include a wider range of services.
  - ê Locate a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport.

Other *M2030* directions relevant to activity centres include:

- î **Direction 5 – ‘a great place to be’.** Melbourne 2030 aims to create memorable places in which to live, work and play.
- î **Direction 6 – ‘a fairer city’.** Melbourne 2030 plans for a fairer distribution of social and cultural infrastructure, and for better coordination and timing in the delivery of new services in development areas.

- î **Direction 7 – ‘a greener city’.** Five (5) directions of change are said to be required to move towards sustainability in the areas of population, resource use, technological efficiency, waste and liveability.
- î **Direction 8 – ‘better transport links’.** The Government states that it is committed to providing a more sustainable transport system that offers genuine options to travellers. *Melbourne 2030* supports real transport choice for most residents, and aims to increase the numbers of people who use public transport, cycle or walk.

*Melbourne 2030* provides for a hierarchy of centres, the key relevant aspects of this hierarchy are:

- î **Central Activities District** is metropolitan Melbourne’s largest centre of activity.
  - ê It will continue to be the preferred location for activities that have State or national significance.
- î **Principal Activity Centre’s** (P. A. C.) are the highest level behind the Melbourne CBD.
  - ê “Development of this network...is critical to metropolitan Melbourne’s future economic performance” (p 47).
  - ê These centres are characterised by: a mix of activities, generally well served by multiple public transport routes, have very large catchments, have the potential to grow and support housing.
  - ê The Fountain Gate - Narre Warren CBD and the Cranbourne Town Centre are identified as P.A.C’s.
- î **Major Activity Centres** (M.A.C.) are the third tier in the hierarchy.
  - ê They have similar characteristics to a P.A.C., but serve smaller catchments.
  - ê Continued development at M.A.C.’s supplements the network of Principal Activity Centres and provides additional scope to accommodate ongoing investment and change in retail, office, service and residential markets.
  - ê As with P.A.C’s, the development of this network of M.A.C’s is critical to metropolitan Melbourne’s future economic performance. The intent is to substantially reinforce the network by connecting most of these centres into the Principal Public Transport Network (See Policy 8.1) and encouraging more mixed-use development in appropriately located centres.
  - ê *Melbourne 2030* encourages continued broadening of the range of uses in M.A.C’s and upgrading of public transport services.
  - ê Both the Endeavour Hills Town Centre and the Berwick Village (together with the Casey Technology Park and the C21 Business Park) have been identified as M.A.C’s.
  - ê The designation of Casey Central Town Centre and Hampton Park Town Centre is to be resolved as part of the Casey Cardinia Growth Area Plan.
- î **Specialised Activity Centres.** These are key economic precincts. There are none currently identified in Casey.
- î **Neighbourhood Activity Centres** (N.A.C.) This is the lowest level in the M2030 hierarchy.
  - ê Under M2030 the remainder of the activity centres in Casey fall under this category. Note that Council’s Activity Centre Strategy divides this group into two, essentially those with and without a supermarket, an additional retail classification.
  - ê The centres are generally less than 10,000 m2 of retail floorspace.
  - ê They have an important community role.
  - ê M2030 encourages higher housing densities around these centres.

## The Activity Centre Implementation Plan

*M2030* is to be read in conjunction with the six (6) draft Implementation Plans, including one for activity centres (No. 4), *The Activity Centre Implementation Plan* identifies five actions that reinforce Direction 1:

- î **Action 1 – Plan for growth and change in our activity centres, some of which includes:**
  - ê Undertake a strategic review of activity centres.

- ê Undertake and implement structure plans.
- ê Provide for growth and change.
- ê Promote urban design.

Within Action 1 direction is provided on the 'scope of structure plans' (p 22).

- î **Action 2** – Establish a clear decision-making framework for activity centres. Performance criteria for activity centres are outlined for 'social', 'economic' and 'environmental' issues. These are discussed in further detail later in this section.
- î **Action 3** – Integrate activity centres and transport. Initiatives in this section relate to improving the connection between activity centres and public transport, encourage pedestrian/cycling access and review car parking policies.
- î **Action 4** – Lead by example. Specific mention is made that it is important that Local Government should review its policies on the location of community and administration facilities to satisfy the requirement of *M2030*.
- î **Action 5** – Ongoing monitoring and review.

It is important to note that all Councils are encouraged to develop a 5 year program of Structure Planning. Cranbourne and Fountain Gate - Narre Warren were identified as two of five locations that were considered to be a priority.

## Performance Criteria

As mentioned earlier, Action 2 outlines performance criteria to assess centres. Specifically *Melbourne 2030* states that activity centres best meet it's vision, principles and key directions when they fulfil integrated performance criteria (p 25), as follows:

### Social

- î Improve the liveability (safety, convenience, comfort, aesthetics) of the area.
- î Increase opportunities for social interaction and provide a focus for the community.
- î Contribute to the area's natural, cultural and historical heritage.
- î Make a wide range of services and facilities more accessible to all.
- î Relate well to surrounding development, land uses and landscapes.
- î Meet the needs of all segments of the population.
- î Maintain or improve transport choice for all.
- î Maintain or improve public health.

### Economic

- î Contribute to economic competitiveness of the network of centres that provides wide community benefit.
- î Promote urban forms that minimise overall land and transport requirements.
- î Ensure more efficient use of land and provision of infrastructure.
- î Improve freight movement and business logistics.
- î Improve business and employment opportunities.

### Environmental

- î Encourage the development of urban transport systems that will limit pollution from fossil fuels and reduce greenhouse gas emissions.
- î Improve energy-efficient building design and layout.
- î Limit the amount of waste generated for disposal off-site.
- î Increase water conservation, including water-sensitive urban design.
- î Control noise emissions to achieve reasonable levels near sensitive uses.



Over time, the performance of each centre in the network will be assessed against these criteria and other relevant standards to provide a benchmark for determining the direction and magnitude of changes required to improve the network of centres.

### **Structure Planning for Activity Centres: General Practice Note**

In line with the policy emphasis of Melbourne 2030 to prepare structure plans for activity centres, the State Government released a General Practice Note for Structure Planning for Activity Centres in December 2003. These provide a general framework, and provide direction on: what is a structure plan, why do a structure plan, aims and a general process for Structure Planning.

### **Out of Centre Retail Activity**

The State government is currently (November 2004) involved in the preparation of guidelines regarding out-of-centre retail development. A draft report was released in August 2004. The conclusions of that report are as follows (Out of Centre Retail Activity Assessment Criteria, Ratio Consultants, David Lock Associates, and the Buchan Group, August 2004, page iii).

“The project has assessed bulky goods and large format retailing in the context of Out of Centre retail developments. The study has found:

- î That bulky goods/large format retailing, which extensively encompassed development in Out of Centre locations provides an important contribution to modern retailing and community choice;
- î There is considerably validity in the view that many Out of Centre developments have relatively poor levels of public amenity and do not adequately consider integrated accessibility issues, environmental sustainability and the need for activity improvements and diversity;
- î There is a need to ensure that the vitality and contribution of bulky goods/large format retailing is maintained and enhanced in improved environments consistent with Melbourne 2030 principles.

The recommendations to achieve this outcome are as follows:

- î Affirmation of the significance of net community benefit as a framework and guiding principle for the assessment of public benefit in the context of land use planning and development.
- î Adoption of criteria to achieve net community benefit in terms of sustainable land use development, equitable access, public amenity and local character and amenity;
- î Consideration of options to amend the VPP to enable the adoption of the recommended assessment criteria within the framework of net community benefit.”

## **2.3 State Planning Policy Framework**

### **Activity Centres**

Activity Centres are discussed in the Victorian Planning Provisions under the heading Economic Development (Clause 17). The Victorian Planning Provisions have a stated objective of encouraging the concentration of major retail, commercial, administrative, entertainment and cultural developments into activity centres which provide for a variety of land uses and which are highly accessible to the community. The Government’s policy directive is that:

“*Activity centres should be planned to:*

- î Provide a range of shopping facilities in locations which are readily accessible to the community;
- î Incorporate and integrate a variety of land uses, including retail, office, education, human

services, community facilities, recreation, entertainment and residential uses where appropriate;

- î Provide good accessibility by all available modes of transport (particularly public transport) and safe pedestrian and cycling routes, and to encourage multi-purpose trip-making to such centres;
- î Facilitate ease of pedestrian movement between components of centres, public transport interchanges and parking areas;
- î Maximise opportunities for the co-location, multiple use and sharing of facilities;
- î Provide child care facilities to a level consistent with the role of the centres;
- î Minimise the effects of commercial development on the amenity of residential and parkland areas, for example as a result of traffic congestion, noise or overshadowing;
- î Provide attractive environments for community activities.”

(Victorian Planning Provisions: clause 17.01-2 Activity Centres)

## Business

With respect to commercial development the policy objective of the Victorian Planning Provisions is:

*“To encourage developments which meet community’s needs for retail entertainment, office and other commercial services and provide net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities”.*

(Victorian Planning Provisions: Section 17.02-1 Business)

The concept of activity centres is further supported by the provisions through the recommendation that commercial facilities should be located in existing or planned activity centres unless they are:

- î “New freestanding commercial developments in new residential areas which have extensive potential for population growth or will accommodate facilities that improve the overall level of accessibility for the community, particularly by public transport.
- î New convenience shopping facilities to provide for the needs of the local population in new residential areas and within, or immediately adjacent to, existing commercial centres.
- î Outlets of trade-related goods or services directly serving or ancillary to industry and which have adequate on-site car parking.

Cinema based entertainment facilities should be located within or on the periphery of existing or planned activity centres and should not require a permit for use in activity centre zones. Such facilities are not encouraged on free-standing sites.

A five year time limit for commencement should be attached to the planning approval for all shopping centres or expansions of over 1,000 square metre in floorspace.”

(Victorian Planning Provisions: Section 17.02-2 Business)

## 2.4 Casey C21 Strategy

In September 2002 Council adopted a municipal wide city strategy entitled the *Casey C21 A vision for our future (Casey C21)*. Casey C21 provides considerable direction regarding activity centres, which is summarised below.

### C21 Jobs

The key policy directions from the theme C21 Jobs include:

- î **Casey Technology Park**, a collaborative strategy to develop the Casey Technology Park (CTP). Objectives include:

- ê Facilitate the development of a dense C21 employment precinct (the CTP) based around the Monash University, Chisholm Institute and new hospital campuses.
- î **A CBD for Casey**, Facilitate the development of Melbourne's premier suburban CBD. Objectives include:
  - ê Facilitate the development of the Fountain Gate/Narre Warren CBD as a premier, large, diverse, densely developed CBD to provide a focus for the Casey and wider regional community.
- î **Casey C21 jobs corridor**, A diverse, densely developed business and employment corridor for Casey. Objectives include:
  - ê Clearly identify the medium and long-term development and employment potential of the C21 jobs corridor along the multiple freeway, highway and railway corridor from Dandenong in the west to Pakenham in the east.

(City of Casey (2002). *Casey C21 Strategy*, Vol 2, (pp 25-27))

## A Casey Identity

The key policy directions from the theme A Casey Identity include:

- î **Attractive activity centres and industrial areas**, Enhance the identity, sense of place and prosperity of Casey's activity centres and industrial areas. Objectives include:
  - ê Develop an urban design framework for each of Casey's activity centres that:
    - reflects the design guidelines in the Casey Activity Centre Strategy;
    - reflects a human scale and creates street based activity;
    - reflects the local community's values and aspirations;
    - improves the safety and amenity of private and public space;
    - balances commercial viability and community design imperatives;
    - promotes a dense 'urban' form; and,
    - creates landmarks and reinforces a sense of place.

(City of Casey (2002). *Casey C21 Strategy*, Vol 2, (pp 88))

## Building on Casey's Advantage

The key policy directions from the theme Building on Casey's Advantages include:

- î **Melbourne's premier suburban CBD**, Realise the significant development potential of the Fountain Gate/Narre Warren CBD flowing from its extensive land resources, excellent access and significant and growing catchment. Objectives include
  - ê Maximise the diversity of activities within the CBD.
  - ê Facilitate and deliver cultural, community and institutional activities within the CBD.
  - ê Ensure design objectives / outcomes facilitate a sense of place for the CBD.
  - ê Ensure design objectives / outcomes deliver high levels of pedestrian amenity.
  - ê Ensure land use and activity outcomes provide a variety of people places including quiet passive areas.
  - ê Maximise the long term development and employment potential of Casey's CBD.
  - ê Encourage / facilitate high density residential development in the CBD.
- î **Diverse activity centres**, A diverse, robust activity centre system focused on viable retail cores that form vibrant places for community life and which can evolve to accommodate changing needs. Objectives include:
  - ê Provide clear direction for the development of a highly accessible activity centre system that maximises community benefit by promoting an efficient, equitable and community focused suburban form.
  - ê Achieve leading practice activity centre development including reference to access, growth, role, design, safety, civic pride, pedestrians and integrated housing. Leading practice qualities are an economically robust centre and a vibrant community focus.

- ê Consolidate Casey's commercial and retail development patterns and resist proposals outside of planned activity centres, despite any short term benefits that may be apparent.
- ê Consolidate the development of the Fountain Gate/Narre Warren CBD and Cranbourne Town Centre.
- ê Densely develop the employment potential of the Casey Technology Park and the C21 Business Park.
- ê Substantially strengthen the tier of sub-regional activity centres.
- ê Develop a greater role for planned peripheral sales precincts.
- ê Develop robust local centres.
- ê Facilitate the role of Berwick Village, Cranbourne Town Centre and Tooradin Village to act as leisure (tourism) destinations.
- ê Flexibly manage floorspace allocations according to the principles of centre role and hierarchy as distinct from prescribed floorspace amounts.

(City of Casey (2002). Casey C21 Strategy, Vol 2, (pp 93-94 and 96, 97).

## 2.5 Casey Business Development Strategy

In December 2002 Council adopted the *2002 – 2005 Business Development Strategy*. This document is strongly aligned with the Council's Casey C21 Strategy and covers the areas identified in the previous Section on Casey C21. It should also be noted that under this Strategy and the City of Casey's Council Plan structure planning for activity centres is an economic development initiative.

## 3.0 Context: Socio - Economic

### 3.1 The Significance of Activity Centres in the Contemporary Australian City

The structure of Australian cities and the society they serve have undergone progressive and substantial change over the past half a century. Key elements of this transformation have been:

- î the increasing role of private motor vehicles and the impact of this upon land use patterns;
- î emergence of free standing retail centres supported by the increased mobility of patrons through private car transport, and the decline of numbers of traditional shopping strips and neighbourhood centres as focal points for retail, commercial services, social and cultural activity;
- î evolution of family structures and the impact of this upon the choice and location of housing;
- î increasing role of retailing, retail services and business services in the Australian economy and society;
- î increasing affluence of households enabling the purchase of a greater diversity of retail goods and services; and,
- î changing technology, transformed by advances in information processing and telecommunications.

These developments and their impact upon the social and economic structure of Australian cities highlight the significance of activity centres, particularly in the context of an outer metropolitan municipality such as the City of Casey.

Activity centres have a central role to play in:

- î balancing the commercial interests of developers and operators with the interests of the community to achieve sustainable outcomes;
- î establishing a regional identity for the City of Casey with positive flow-on effects for overall economic development and community development;
- î the development of meeting places as a focus for community life to allow areas to establish their own image or character. This is particularly significant for outer metropolitan locations not characterised by traditional strip shopping locations;
- î providing a variety of employment opportunities for local residents that may not otherwise be available in the absence of a regional level activity centre; and,
- î achieving the fundamental objectives of efficiency and equity by:
  - ê encouraging single destination multi-purpose trips;
  - ê improving accessibility for less mobile members of the community;
  - ê supporting an effective public transport system and reducing traffic congestion and pollution; and,
  - ê maximising the benefits to the business sector of clustering mutually supportive activities.

The planning of an effective activity system is based on the notion of the central role of the retail goods and services function notwithstanding the increasing diversity and multi-purpose nature of activity centres. This reflects:

- î the dominance of goods and services retailing in the expenditure and activity patterns of households;
- î the diversity of retail goods and services in terms of value and frequency of purchase;
- î the opportunities for establishing an activity centre hierarchy based on catchments for retail goods and services; and,
- î the localised nature of shopping trips with travelling times being the main determinant of consumers choice of centre. The central significance given to retailing goods and services in the planning of activity centres therefore reinforces the local identity of centres and strengthens their role in community development.

The need for activity centres is crucial given that the strong post-war development of Australian cities has coincided with increasing levels of private motor vehicle ownership resulting in:

- î increased mobility for the population in general;
- î greater dispersion of residential and commercial activity resulting in an increased dependency on private motor vehicles as the dominant mode of transport;
- î generation of negative externalities in the form of increased traffic congestion and pollution, reduced levels of accessibility for disadvantaged members of the community and reduced patronage of public transport systems;
- î the emergence of random and speculative development, particularly on main road corridors and at the intersection of main roads, that is not in the community interest; and,
- î dispersion of retail and commercial activity, for example ribboning of commercial development along main road corridors, resulting in a weakening of the association between community activities and central place locations.

The failure of the market to take sufficient account of the negative impacts of these developments suggests the need for a balance of countervailing policies directed towards a reordering of patterns of urban growth. The concept of activity centres represents such a mechanism for the achievement of economic and social goals of an outer urban area such as the City of Casey.

The increasing use of private motor vehicle transport has been a powerful force in promoting the dispersal of commercial and residential activity within the City. In turn, private motor vehicle usage has been encouraged by various policies which have directed resources towards freeway and highway development without taking account of the full costs of this form of transport. These costs include:

- î increased traffic congestion and pollution;
- î construction and maintenance of infrastructure systems;
- î operation of public transport systems at below optimal levels; and,
- î social costs associated with reduced accessibility to facilities by less mobile members of the community.

The development of an urban system based upon activity centres will allow for the containment of these costs and the promotion of a more efficient, equitable and community orientated urban form.

### 3.2 Modern Activity Centres and the Need for Diversity in Roles, Structure and Function

An effective strategy for activity centres will allow for a balance of commercial and social activities in order to promote a strong focus for community life throughout Casey.

Acknowledgement of the central role of the retailing function in both commercial and social activity will determine the function of each activity centre.

In this context, activity centres should be seen as multi-purpose precincts with a broad spectrum of roles and level of service covering:

- î retailing;
- î entertainment;
- î administrative services;
- î business services;
- î community facilities;
- î medium density housing;
- î employment;
- î education; and,
- î community, recreation, leisure and cultural facilities.

The development of a strategy for activity centres should be based on two mutually reinforcing concepts for their commercial and social effectiveness. These are:

- î the concept of diverse and socially based activity centres. The focus of this concept is the establishment of an integrated system which meets the community's requirement for a range of facilities to allow multi-purpose trips to be undertaken, and which supports the longer term competitiveness and commercial viability of each centre; and,
- î the concept of a hierarchy of centres with differentiated and defined levels of service to cater for the full range of shopping, social and business needs of the community on a daily, weekly and less frequent basis. The establishment of a complementary and mutually supportive hierarchical system will provide the basis for a range of focal points with a clear identity and sense of place for the community. The role and identity of each centre, and its relationship with other centres, will be simultaneously defined by the catchment which it serves.

### 3.3 Operational / Technological Issues

Retailing in Australia, particularly at the regional centre level, is highly dynamic. A series of significant changes are sweeping through the industry, requiring important modifications to existing centres. The emerging changes which will impact upon centres reflect fundamental, social and economic changes within Australian society. These changes include:

- î higher historic participation levels of women in the work force (emergence of the two income family). This in turn has led to the increasing scarcity of discretionary time for family shopping and leisure activities;
- î long term structural changes in the age distribution of the population;
- î trend towards the aging of the population (i.e. relative decline of the proportion of the population in infant groups and significant increases in the middle-aged and elderly population);
- î rationalisation of some business and community services such as banking;
- î increasing computer literacy and acceptance by most age groups, and resultant market

implications of these trends; and,

- î increasing levels of small business activity, particularly single person service operations.

These social changes have in turn created a series of demands for a range of changes to the facilities and design of regional centres in Australia. These changes are reflected in:

- î **Theming of centres.** In the early stages of regional centre development in Australia, different types of merchandising (including price and quality as well as product differentiation) tended to be intermixed. By contrast, there is a powerful trend emerging in the design of regional centres, to develop themed areas within these centres (in terms of product type, price range and quality). Thus, fashion malls, food courts, food halls, together with themed areas for sports and leisure, electronics and business services are emerging as important design elements in centres;
- î **Creation of strong people spaces;** ie. spaces for people to meet, relax as well as view exhibits. This has led to the development of galleria, atriums and rotundas in metropolitan Melbourne where the climate is not conducive to year round intensive pedestrian usage of external spaces. These spaces are characterised by extensive areas of glazing, high clearance spaces, use of water elements and plants;
- î **Emergence of new types of stores** which focus on a particular product or stage in the life cycle (for example, the new toy discount stores which are really children's theme stores catering for all types of children's products, including clothing and sporting goods as well as toys);
- î **Evolution of peripheral sales and bulky goods retailing** with developments of significant scale and intensity offering an ever increasing range of goods. Such stores may wish to locate in zones that are not recognised as retail zones in order to acquire large sites at relatively low rental, but carry the same stock as core retail stores in much larger volume. Over the last decade these activities have developed as unplanned linear strips along main roads and as purpose built precincts. A recent emerging trend is for the diversification of activities in these precincts and their integration into traditional core retailing areas.
- î **Emergence of large specialty stores known as category killers** and including stores such as Toys R Us and Rebel Sports, which locate either in or next to core retailing centres or in strips. These stores carry a huge range of goods of a specific category (eg. toys or sporting goods) thus blurring the distinction between core retail and peripheral sales.
- î **Development of electronic commerce** via the Internet as an alternative to traditional forms of retailing.
- î **Emergence of mid-sized specialty stores.** These stores originated as standard specialty stores (averaging approximately 100m<sup>2</sup> GLFA) and have progressively increased to 300m<sup>2</sup> – 500m<sup>2</sup>. Stores include Country Road, Priceline and Reject Shop;
- î **Development of entertainment type retailing,** combining education and entertainment (increasing sophistication and specialisation of electronic stores providing a wide range of products and services in computers and video equipment);
- î **Changes in layouts and sizes of department stores** necessitated by increased specialisation and competition with specialty stores. In order to provide competitive services in specialised product areas, department stores have had to increase their stocks and improve levels of service. This in turn has increased the viable threshold size required for department stores;
- î **Emergence of 7 day trading week** for many types of stores, for example, supermarkets. This has implications for access for customers and service vehicles;
- î **Drive to combine shopping and leisure facilities and services** resulting from the social trends indicated above. This process has seen the introduction of cinema centres and restaurants and will see additional facilities such as bowling alleys and skating rinks introduced into regional centres in Australia;



- î **Introduction of leisure related retailing** (eg. Warner Brothers and Disney concept stores) which merchandise a wide range of products extending from their core entertainment business;
- î Emergence of **new types of specialised stores for small business** (ie. new types of stores to be introduced by Coles Myer e.g. Officeworks);
- î Increased provision of **professional services in centres** (eg. medical and pathology clinics);
- î **Increased community content of centres** including meeting facilities, auditoriums, community information services, resource centres and libraries; and,
- î **Emphasis of centres as important community foci** reflected in new design trends, with increased efforts to bring qualities of the town square to the centre.

### 3.4 Economic Issues in Retailing

An understanding of the economic concentration of retailing in Australia is important as part of the background to the Activity Centres Strategy. In particular, the following features of the retail sector are noteworthy:

- î Approximately 75% of grocery sales nationwide are held by two chains (Woolworths and Coles/Myer). There has been a very significant increase in the market share of the three majors over the last 20 years;
- î in terms of discount department stores, there are only two equally placed national competitor chains (Woolworths and Coles/Myer), with several minor national and regional groupings (e.g. Harris Scarf, Dimmeys/Forges); and,
- î in terms of peripheral sales, there is a higher level of real potential competition, but even here the market is significantly influenced by the actions of relatively few players (e.g. Harvey Norman, Bunnings, Mitre 10).

The relatively high concentration of significant sectors of retailing activity in a few national chains has very significant implications for retail development in areas such as Casey. In effect, the high level of economic concentration will act as a powerful constraint on the emergence of fully competitive and equitable markets. Within this context the Activity Centres Strategy should provide flexibility to meet opportunities as they emerge which may mitigate against the constraining effects of economic concentration in the retail industry.

Ownership is also a major economic consideration in outer / fringe municipalities. That is, at nearly all levels of the hierarchy centres are often under single ownership. Such an outcome has the potential for developers to have a greater market control than would be the case in older established regional centres (eg Dandenong) and large strip centres (eg Camberwell). This outcome requires careful consideration when determining the role of centres and may necessitate the need to introduce floorspace limits to ensure the whole activity system of a region grows collectively. In such an environment it is therefore important to achieve competition between centres.

### 3.5 Development pressures

The key development pressures that the Strategy is required to address are those related to:

- î isolated, ad-hoc, retail and commercial facilities along arterial roads, particularly at major intersections;
- î ad-hoc peripheral sales facilities along arterial roads, particularly in industrial zones; and,
- î facilities with the potential to add financial value to property, but that are premature and do not have viable supporting catchments.

### Isolated ad-hoc facilities

The Strategy provides a framework for Council to respond to the pressures for isolated and ad-hoc convenience facilities to develop along the main road network, particularly at arterial road intersections. Such developments tend to begin as a single facility such as a service station and may, if left to the market, later expand to include other uses such as a take-away food restaurant or video shop.

Without careful management, such proposals have the potential to weaken nearby planned activity centres, particularly the lower order functions. In this context, consistent Strategy implementation is essential to avoid the market-based tendency for the proliferation of ad-hoc and ribbon commercial development throughout the arterial road network.

Commercial facilities need to be proposed and developed as a ‘package of uses’ and integrated with abutting subdivision design (for example by providing a community centre, non-vehicle access and parkland) and within the Strategy framework. This also implies the need for adequate supply of land to be set aside in activity centres so that they have the ability to soak up future demand for commercial activity.

When finalised the State governments proposed Out of Centre guidelines will provide direction in this area.

### Peripheral sales

The Strategy needs to respond to the pressure for peripheral sales activities to locate in an ad-hoc manner along main roads in industrial zones as has occurred along the South Gippsland Highway in Cranbourne, the Princes Highway in Hallam and Hallam South Road in Hallam.

Whilst acknowledging that large parts of these frontages have been developed with restricted retailing and other commercial uses, it is important for the Strategy to designate land where peripheral sales activities can develop as a planned precinct and not in an ad-hoc manner.

There is also a need for the Strategy to be clear about locations of industrial land along arterial roads that are not preferred for peripheral sales developments, for example the Princes Highway frontage of the Hallam Industrial Estate, west of Hallam Road.

In the short to medium term, there is a large amount of land available for the ongoing development of peripheral sales developments in the precinct within the Fountain Gate - Narre Warren CBD and at the Great Southern Home Centre in Cranbourne.

### Premature planning approvals

Strong pressure exists for planning approvals to be granted for commercial facilities well ahead of the reality of when the demand for the approved facility is likely to exist. This often results in repeated applications for extensions of time for sometimes a decade or more. Often, landowners take this approach as the permits add financial value to their land for sale, to pre-empt competitors, as well as to provide certainty for their future development options.

A cautious approach is required to ensure that such approvals do not constrain future options or blight viable opportunities in existing centres. Past approvals should not be used by landowners to attempt to limit Council’s ability to approve new development proposals that would produce net community benefits.

## 3.6 New Centre Planning

A major ‘plank’ in Melbourne 2030 is the encouragement of higher density housing in and **around** activity centres. This initiative, while supported, has significant consequences for the planning of new centres. Specifically it is likely that new residential developments that responds to this initiative will:

- î Be of high densities 20-40 dwellings per hectare, and thus likely to be over several levels,
- î Will create not only small allotments at a ground level but also subdivision over many levels, and

- î Therefore be very difficult to redevelop, as distinct from residential development around older middle and outer suburb centres which is generally low scale and low in capital improved value (compared to the value of any proposed re-development).

The implications of above is that the land designation for new centres will need to take a very long term view of the land needs of a Centre. The time scale to examine is likely to extend beyond the foreseeable future, thus there will be a need to examine the history of comparable centres and the evolution of the needs of the community in other similar locations.

The significance of this issue cannot be overstated if the long term sustainability of the community from a prosperity and liveability perspective are to be delivered.

## 4.0 Context: Existing System

### 4.1 Melbourne 2030 Hierarchy

“Activity centres in urban settings are used every day as people shop, work, keep appointments, do business or relax. They vary greatly in size and in usage. They may be shopping and community centres at a local or regional level. They may be places that provide education and health facilities, such as university campuses or regional hospital complexes.”

(Melbourne 2030 p.46).

Melbourne 2030 classifies metropolitan Melbourne’s activity centres into five types:

- î Central Activities District
- î Principal Activity Centres (P.A.C.)
- î Major Activity Centres (M.A.C.)
- î Specialised Activity Centres
- î Neighbourhood Activity Centres (N.A.C.)

The classification defines the role and function of centres, including preferred uses, scale of development and links to the public transport system.

For Casey this classification translates as follows:

- î Principal Activity Centres
  - ê Cranbourne Town Centre
  - ê Fountain Gate-Narre Warren CBD
- î Major Activity Centres
  - ê Berwick Village (including the Casey Technology Precinct and C21 Business Park, though the latter requires resolution during the Casey Cardinia Growth Area Plan).
  - ê Endeavour Hills Town Centre
  - ê The designation of the Casey Central and Hampton Park Town Centres is to be resolved as part of the Casey Cardinia Growth Area Plan.
- î Neighbourhood Activity Centres
  - ê All other centres.

### 4.2 Casey Centre Hierarchy

Council supports the concept of an activity centre hierarchy as outlined in Melbourne 2030. Council also believes it is beneficial to relate this general activity centre hierarchy to a retail centre hierarchy. For Casey it is proposed to use the hierarchy that has been generally used across metropolitan Melbourne, which essentially relates to the hierarchy of major retail attractors. This hierarchy and its relationship to Melbourne 2030 is shown below.

| Melbourne 2030                | Casey Retail Hierarchy | Highest Retail Attraction |
|-------------------------------|------------------------|---------------------------|
| Principal Activity Centre     |                        | Department Store          |
| Major Activity Centre         |                        | Discount-Department Store |
| Neighbourhood Activity Centre | Neighbourhood          | Supermarket               |
|                               | Convenience            | No supermarket            |

The development of Councils Activity Centre Strategy responds to this expanded hierarchy. This expanded hierarchy and role designation is seen to be important to provide direction and certainty to investors and landowners and deliver a balanced, strong and accessible network for the benefit of the community.

In addition a number of employment based activity nodes are proposed as part of the network of activity centres in Casey. These centres will contain levels of retailing commensurate with the functions and size of the activity nodes combined with a desire to create liveable employment nodes.

The general framework for Casey's activity system including for each level, its purpose as it relates to Casey, the objectives, catchment, defining elements, functions provided and design elements are outlined in Chapter 6 in Table 1.

### 4.3 Regional Context

Casey's two principle activity centres will continue to face increasing competition from principle activity centres to the west, including: Knox, Chadstone, Southland, Frankston, Dandenong and Glen Waverley.

To be successful in this competitive environment, Casey's principle activity centres must continually improve their offering. This is an ongoing process. A level of balanced competition at a regional level across Melbourne ensures, overall, that the highest standard of services and facilities are available to Melburnians.

Casey is the gateway to Pakenham and Gippsland (via the Princes Freeway & Highway), South Gippsland (via the South Gippsland Highway) and eastern Victoria. The Fountain Gate - Narre Warren CBD and Cranbourne Town Centre have tertiary catchments which extend into these areas. This presents an opportunity for these centres to continue to provide important service functions for these regional areas.

### 4.4 Existing Centres

The existing activity centres are shown by location in Figure 1 and by activity mix in Figure Set 2. In general the activity centres in Casey can be summarised as follows:

- î The existing activity centre hierarchy is dominated by the **two principle activity centres**, Fountain Gate - Narre Warren CBD and the Cranbourne Town Centre. These meet a wide range of Casey's weekly and discretionary shopping needs and have significant catchment areas that extend beyond the municipality.
- î There are **three major activity centres** which provide varying degrees of sub-regional facilities and services. These are the Berwick Village, Endeavour Hills Town Centre, and Hampton Park Town Centre. Previous planning of Council has also designated that Casey Central (an existing supermarket based centre) become a major activity centre.
- î At the next tier, there are several **supermarket-based neighbourhood centres**. These include Autumn Place (Doveton), Narre Warren Neighbourhood Centre (located within the Fountain Gate - Narre Warren CBD), Parkhill Plaza (Berwick), Pearcedale, Spring Square

(Hallam), Thompsons Parkway (Cranbourne North) and Tooradin.

- î In recent times a number of sites that had been envisaged for convenience centres have been developed as small supermarket based centres, they include Amberley Park (Narre Warren South) and Kirkwood Crescent (Hampton Park). A permit was also recently given for an additional small supermarket based centre in Duff Street, Cranbourne West.
- î The lowest level of the activity centre hierarchy is comprised of a number of **convenience centres** and facilities that provide for selected day-to-day goods and services. There are eleven such centres in Casey refer listing in Figure 2d in Chapter 4.
- î In addition to the activity centre hierarchy set out above, there are several **peripheral sales precincts**. The most significant of these precincts are:
  - ê Narre Warren North Road (part of the Fountain Gate - Narre Warren CBD);
  - ê Princes Highway (Doveton/Eumemmerring area);
  - ê Hallam South Road (north of the railway line to the Princes Highway);
  - ê The Great Southern Home Centre, (South Gippsland Highway, Cranbourne), and
  - ê The northern arterial road approaches to Cranbourne (part of the Cranbourne Town Centre).
- î A permit has also been recently granted for approximately 20,000 m2 of peripheral sales development on the South Gippsland Highway in Lynbrook.

Total floorspace, as of November 2003, by type of use against the activity centre hierarchy is outlined below in Table 1.

**Table 1**

| Activity           | Principle Activity Centre | Major Activity Centre | Neighbourhood Centre | Convenience Centre | Other   |
|--------------------|---------------------------|-----------------------|----------------------|--------------------|---------|
| Retail Food        | 44,155                    | 44,224                | 20,742,              | 5,226              | 14,058  |
| Retail Non Food    | 67,775                    | 22,280                | 4,144                | 1,277              | 200     |
| Restricted Retail  | 82,224                    | 5,604                 | 1,479                | 1,424              | 36,714  |
| Retail Services    | 15,508                    | 12,478                | 5,591                | 1,535              | 2,475   |
| Entertainment      | 51,332                    | 5,281                 | 3,688                | 0                  | 9,967   |
| Office             | 16,155                    | 12,438                | 8,157                | 2,747              | 3,650   |
| Other commercial   | 40,466                    | 17,665                | 3,932                | 357                | 29,760  |
| Community services | 53,676                    | 41,813                | 23,237               | 1,532              | 11,589  |
| Vacant             | 10,538                    | 10,140                | 1,398                | 689                | 4,569   |
| Total              | 381,828                   | 171,923               | 72,366               | 14,786             | 112,982 |

*Figure 1 Existing Centres*

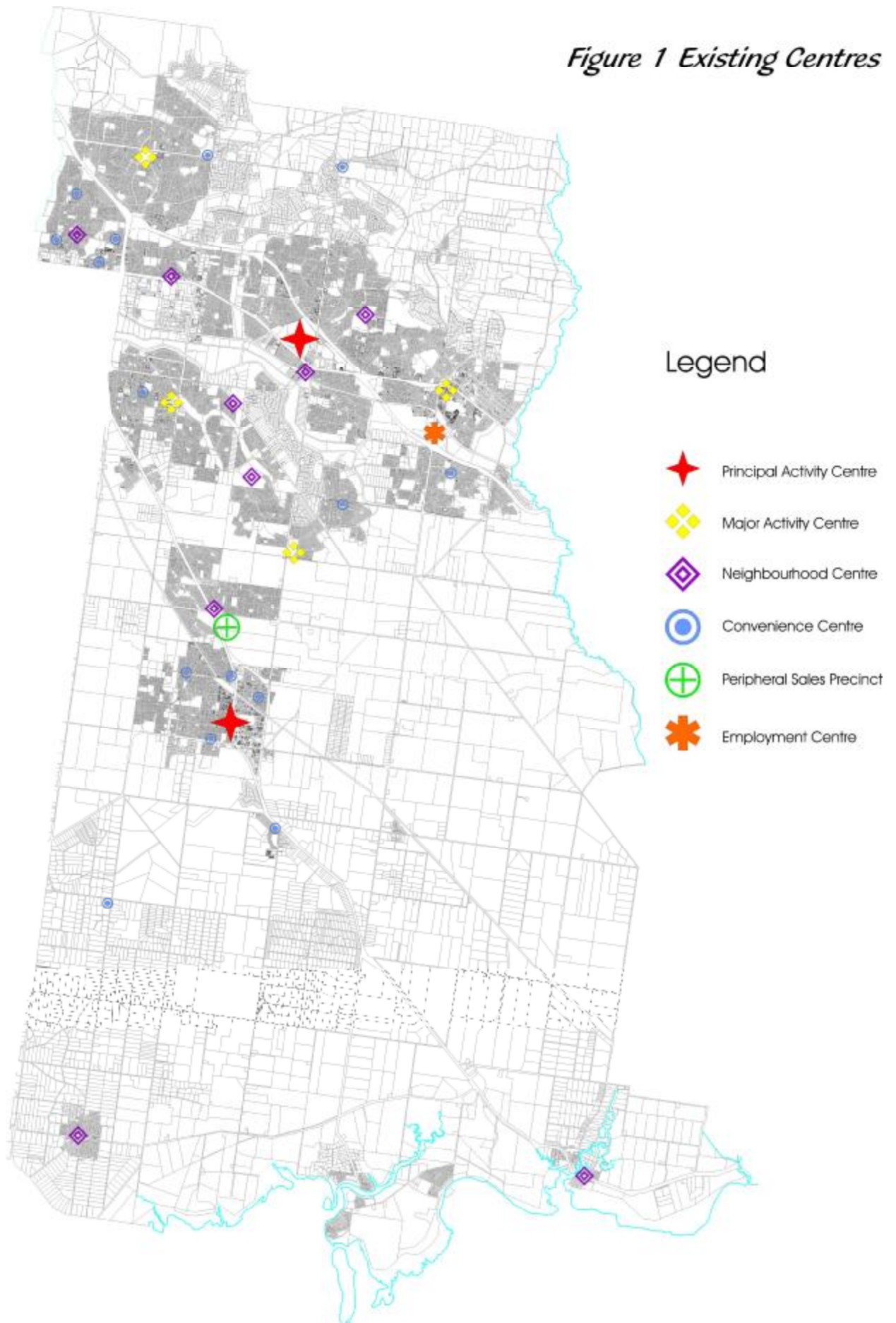


Figure 2A

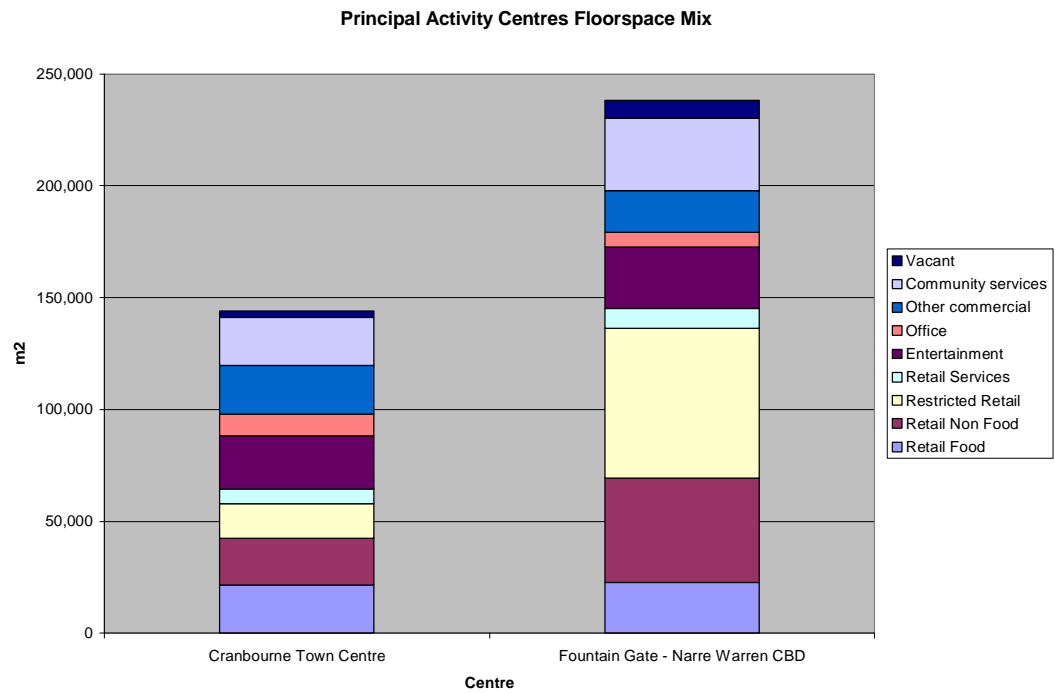


Figure 2B

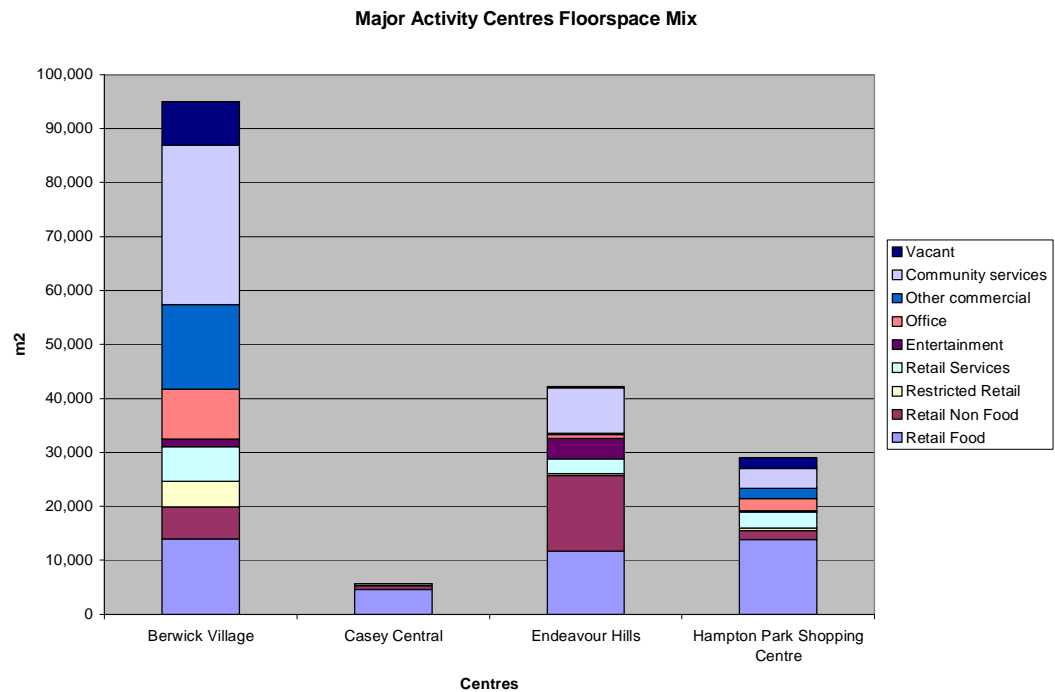




Figure 2C

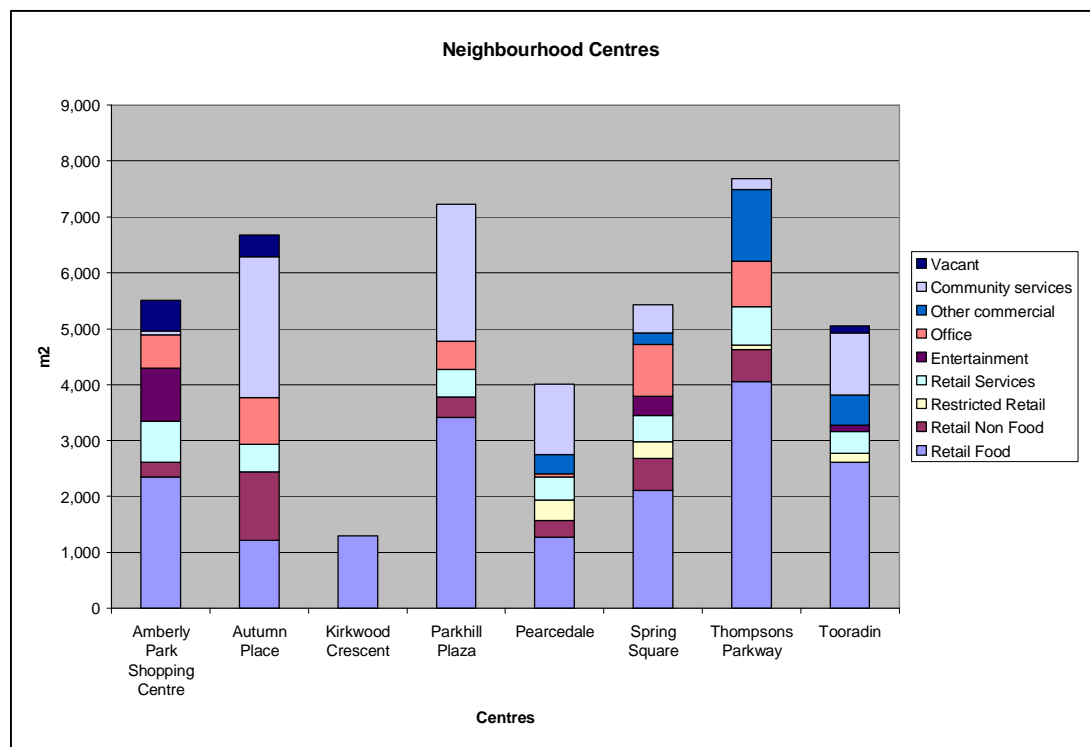


Figure 2D

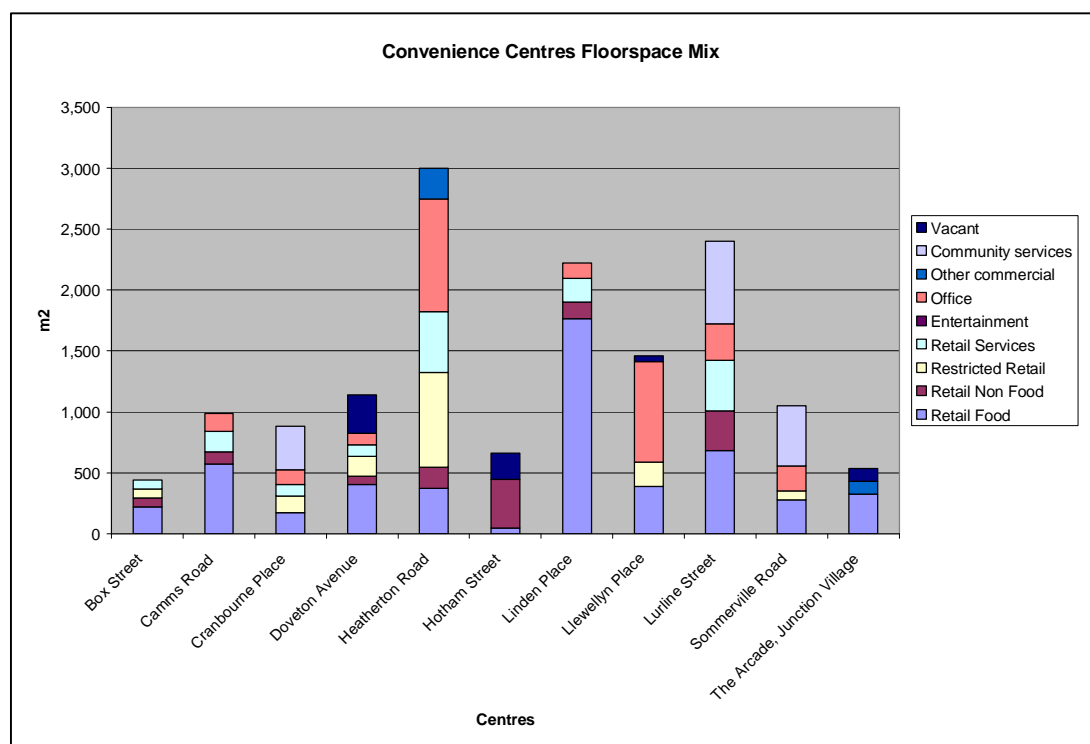
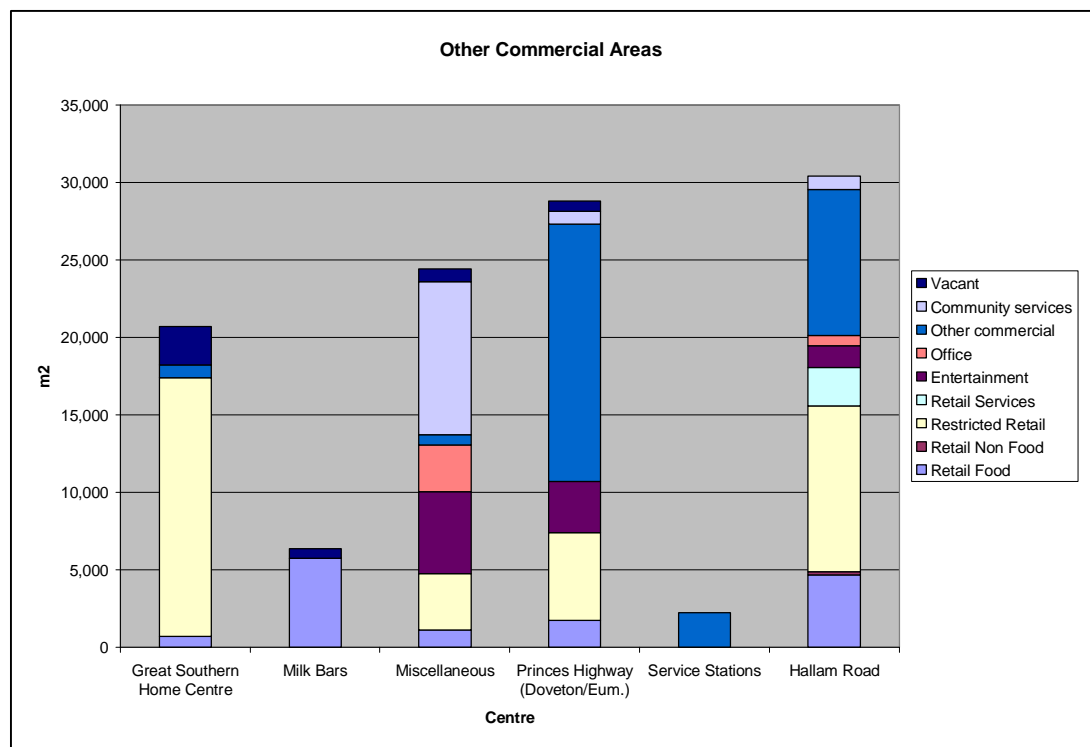


Figure 2E



## 5.0 Retail Demand

### 5.1 Recent Analysis

Recent analysis completed by Ratio Consultants Pty Ltd included an assessment of existing and future retail floor space requirements for the City of Casey. The detailed analysis included the following:

- î Population and household forecasts for the City over the period 2001-2031.
- î Household expenditure profiles by major commodity group.
- î An audit of existing and approved floor space by type and category within the City.
- î Development of rates of floor space provision based upon historic and actual retail floor space provisions levels per resident household.
- î Assessments of the catchments associated with the City's dominant retail shopping centres, including Westfield Fountain Gate, Cranbourne Park Shopping Centre and Endeavour Hills Shopping Centre.
- î Commissioned in-home surveys to determine household expenditure patterns within the City.
- î Inbound and outbound expenditures for the City and surrounding regions based upon the analysis of Casey's three dominant Centres, in-home surveys and population and household growth within the surrounding Cities.
- î The development of a conceptual range of sustainable floor space for the entire City of Casey by commodity group by centre type.

### 5.2 Key Issues and Findings

The key issues and findings from the analysis into sustainable retail floor space provision for the City of Casey included the following:

- î The City of Casey is forecast to experience significant population and dwelling growth over the next two decades. In 2021, total dwellings are expected to reach approximately 113,000 dwellings and a population of approximately 318,000 persons (Ratio Consultants: 2004).
- î By approximately 2022, the City of Casey will have reached its ultimate capacity of 114,285\* dwellings (City of Casey: 2003) and a population of approximately 320,000 persons (Ratio Consultants: 2004). Population will then commence a limited downward trend due to decreasing household sizes and an aging population.
- î An increased provision for retail goods and services leading to an overall reduction in levels of escape expenditure from the City. The current low levels of escape expenditure for food

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\* Note: It is difficult to forecast changes in dwelling take up rates past 2021, thus at this point in time a conservative (low) approach has been taken. The post 2021 forecasts will only be able to be meaningfully modified as time moves on and development patterns and demographic changes are monitored.

based retail categories within Casey indicated a further marginal reduction over the forecast period. Non-food categories indicate significant potential reductions in escape expenditure from the City, with exception to only marginal reductions of escape to areas north west of the City's limits.

- î The level of inbound expenditure to the City is expected to increase and was influenced by the following:
  - ê A shift into higher order and a further diversified retail offering within the City;
  - ê The City of Cardinia's population is anticipated to grow from 47,010 persons (DSE: 2004) in 2001 to 138,300 persons in 2031 (DSE: 2004);
  - ê The regional catchment for the City is expected to extend over the local government areas of Cardinia, Bass Coast and South Gippsland, which will contain a population of 515,000 persons by 2031 (DSE: 2004).
  - ê The extent of the regional catchment and quantum of its population implies the importance of the regional roles for the development of existing shopping centres within the City, in particular, Fountain Gate – Narre Warren CBD and Cranbourne Town Centre for the future provision of retail goods and services to this population. In-light of potential development constraints in the Cranbourne Town Centre the Casey Central Town Centre has the potential to play a role in responding to the wider regional demand and provide competition within the top end of the hierarchy.
  - ê The provision of strong linkages between the City its regional catchment through very high levels of accessibility to transport infrastructure, including rail and major highways (for example Fountain Gate – Narre Warren CBD);
  - ê The existing high quality transport infrastructure to Casey Central and linkages to emerging growth areas in South Gippsland; and
  - ê Over the forecast period (2001-2031), the City will experience a shift to a mature population, with declining household sizes and associated increases in wealth and retail expenditure within the catchment affecting the retail offering.

On the basis that the City of Casey will experience significant internal and external influences from population and household growth over the next three decades; in addition to significant increases in inbound expenditures from neighbouring local government areas to the City's east; and reductions in escape expenditures from the City, a sustainable provision for additional floor space is required to reconcile the provision for additional retail demand.

## 6.0 The Strategy

### 6.1 Framework

The Strategy framework includes:

- î A vision.
- î Net community benefit criteria.
- î Goals.
- î Planning principles.
- î Floorspace allocation principles.
- î A proposed activity centre system and policy outcomes by centre.
- î Development assessment criteria.
- î Implementation, monitoring and review.

### 6.2 Vision

The Strategy's vision is:

*To develop a diverse, robust activity centre system focused on viable retail goods and services cores that form vibrant foci for community life and which are capable of evolving to accommodate changing needs.*

### 6.3 Net Community Benefit

The Strategy starts from the philosophy of the triple bottom line and uses the concept of net community benefit as a mechanism to guide the preparation of the activity centres strategy, structure plans and the evaluation of development proposals. The following statement taken from the draft *Out of Centre Assessment Criteria – Draft Report* (Ratio Consultants 2004) best summaries the basis for net community benefit as used in this Strategy.

“Net community benefit has been developed and applied in Victoria as a principle and framework for the assessment (originally) of retail development proposals. The concept was formulated by Nicholas Clark & Associates and Core Consultants in 1984 (refer ‘Impacts of Suburban Activity Centres’) in a report for the Melbourne and Metropolitan Board of Works. The concept was developed as a composite of a number of measures to assess the impacts of retail development proposals on existing activity centres and local areas. It comprised the following component measures:

- î Accessibility of retail facilities;
- î Centre efficiency and vulnerability;
- î Shopper satisfaction and amenity;
- î Employment;

- î Neighbourhood amenity; and
- î Utilisation of existing infrastructure

In the period since 1984, net community benefit has been widely applied in numerous retail development proposals and assessments. The concept and measure of net community benefit has evolved as a guiding principle to reflect and assess public benefit. The utility and relevance of net community benefit for land use planning is best summed up in 'Retailing Victoria' (refer The Report of the Retail Development Policy Panel, May 1996, page 9):

*"The guiding principle of 'net community (or public) benefit' embraces issues of environment and amenity, access to goods and services, employment and wealth creation, arts and culture, health, public safety and education. The challenge for planners is to set down workable policy based on the fundamental principles of protecting or creating net public benefit and creating a sustainable retail system."*

In the two decades since the initial development and application of the concept of net community benefit in Victoria, there has been a degree of shift and change of emphasis in the key issues now deemed to be of prime relevance in reflecting the public interest in strategic and land use planning. Issues such as environmental sustainability, public transport access and the significance of public amenity and the public realm would now need to be considered as components of net community benefit. In addition, the current acceptance of the need for diversified activity centres would also need to be reflected in a review of net community benefit. These issues have been reflected in Melbourne 2030 and logically should also be expressed in a review of the concept and measure of net community benefit.

In summary, net community benefit as a concept and measure to reflect the public interest in strategic and land use planning remains valid to this day, and indeed should be endorsed as a central principle in the planning and assessment process. This report endorses the retention of net community benefit as the key underlying principle for the development of assessment criteria. Nonetheless, the passage of time and changes in emphasis in planning and related environmental issues has required the consideration of new criteria and the modification of certain existing criteria. This approach has been undertaken in framing the recommended assessment criteria to implement Clause 1.2 in Melbourne 2030."

For this Strategy the principles of net community benefit have been used to develop a set of essential outcomes to guide the development of activity centres to be read in conjunction with the guiding directions of Melbourne 2030 and the relevant structure planning Practice Note and development criteria to guide the assessment of development proposals.

The key areas for consideration are as follows:

- î Activity diversity.
- î Public Amenity
- î Accessibility
- î Social / cultural (incl safety)
- î Environmentally Sustainable Design.

## 6.4 Goals

The goals of the Strategy are:

- î To achieve best practice activity centre development;
- î To consolidate Casey's commercial and residential settlement patterns;
- î To consolidate the development of the Fountain Gate - Narre Warren CBD and Cranbourne Town Centre to ensure they are competitive regional centres in the metropolitan context;
- î To substantially strengthen the tier of major activity centres;

- î To develop a greater role for peripheral sales precincts;
- î To develop robust local centres; and
- î To provide proactive management of all activity centres and peripheral sales precincts within Casey, specifically the preparation of structure plans.

### **Best Practice**

*To achieve best practice activity centre development.*

Casey is approximately half way through a 50-year development phase. Casey's new residential estates and many commercial areas are developing in a green-field environment. Casey's residential estates have won National awards for excellence. To date, the same level of attention has not been consistently evident in the planning and design for Casey's activity centres. There is a tremendous opportunity for Casey's activity centres to be developed to World's best practice.

Core best practice values are:

- î economic robustness; and,
- î vibrant community focus.

### **Economic robustness**

An economically robust centre:-

- î produces sustainable economic returns for landowners and traders to a level that allows for ongoing facility redevelopment, refurbishment and modernisation; and,
- î has a suitable and sustainable vacancy and trader turnover rate.

The Strategy seeks to ensure activity centres are economically robust by:

- î benchmarking Casey's floorspace supply against the region and metropolitan area and similar activity centres in Australia to ensure the system is appropriately balanced;
- î designating the appropriate role and function of each centre in the hierarchy;
- î ensuring adequate land supply is available in activity centres to reduce the pressure for ad-hoc facility development outside centres that can not produce the community benefits of activity centre location and that may undermine activity centre viability.

### **Vibrant community focus**

Achieving a vibrant community focus requires:

- î the design and layout of a centre and the surrounding land to be presented as an integrated package;
- î inclusion of appropriate community buildings, services, facilities or meeting places; and,
- î mechanisms to develop community ownership, for example community artwork.

The development assessment criteria, outlined later in this chapter provide further details of these best practice principles.

### **Consolidated settlement patterns**

*To consolidate Casey's commercial and residential settlement patterns.*

The Strategy complements the settlement strategy outlined in the Casey C21 and is designed to herald a new era in the focusing of development to reinforce north-south linkages from the Princes Highway corridor to the South Gippsland Highway corridor. The Strategy supports residential and activity centre development focused along Narre Warren - Cranbourne Road to link the Fountain Gate - Narre Warren CBD and the Cranbourne Town Centre. Supporting north-south corridors are also developing to the east along Clyde Road and to the west and along Hallam/Evans Road.

The Strategy seeks to recognise, incorporate and consolidate the existing activity centre system. Where possible, the Strategy seeks to consolidate each tier of the hierarchy to achieve a balance of social and economic objectives. The Strategy encourages the ongoing development of Casey's existing system of activity centres to expand their offering to match the population growth in their catchments. It also recognises the significance of the existing centres as important components of the community environment and infrastructure.

### **Competitive principle activity centres**

*To consolidate the development of the Fountain Gate – Narre Warren CBD and Cranbourne Town Centre to ensure they are competitive in the metropolitan context.*

The Strategy provides a basis for the reasonable consolidation of the City's two principle activity centres and the achievement of integrated business districts and mixed-use activity in certain precincts.

The Strategy recognises the significant role of the Fountain Gate - Narre Warren CBD and makes provision for its continued growth and consolidation; and for its integration into a diversified commercial services central business district. Additionally it envisages the development of an integrated mixed use precinct providing arrange of civic, retail, retail services, community and residential uses. It facilitates the ongoing development of the Cranbourne Town Centre and supports the potential for the Centro Cranbourne Shopping Centre to be further integrated into the Town Centre.

Both activity centres are likely to face increasing competition from centres located to the west of the City (including Knox, Chadstone, Southland, Frankston, Dandenong and Glen Waverley). The Strategy provides a framework for the two activity centres to compete with other principle activity centres in metropolitan Melbourne.

### **Strong major activity centres**

*To substantially strengthen the tier of major activity centres.*

A key direction of the Strategy is the emphasis on the further development and consolidation of the tier of major activity centres.

To provide for a more equitable system (that is, a retail system which affords higher levels of service from additional activity centres), growth, competition and levels of service within the City, the most significant change Council can foster is to co-ordinate and facilitate the development and consolidation of a set of major activity centres.

A stronger tier of major activity centres will:

- î deliver higher levels of service and competition to the community and ensure a more equitable provision of access by households for most purchases of goods and services;
- î provide a stronger basis for small business development in the City; and,
- î substantially assist in the capability of the City to support an effective public transport system.

Potential exists to further consolidate the Endeavour Hills, Berwick and Hampton Park centres. In addition, a new major activity centre (Casey Central) is proposed to be located on the Narre Warren - Cranbourne Road- Road in Narre Warren South/Cranbourne North.

### **Strategic peripheral sales precincts**

*To develop a greater role for peripheral sales precincts.*

The Strategy provides for a substantially upgraded role for peripheral sales precincts in the future to more effectively service the City's growing population. The increased emphasis upon peripheral sales also reflects the tendency for this sector to lag residential development



particularly on the suburban fringe until sufficient threshold levels of commercial development are achieved.

The Strategy provides a framework for the competitive location and development of attractive future peripheral sales precincts. A substantial component of the demand for future peripheral sales floorspace continues to be generated by new housing development and household formations.

The Strategy provides for the consolidation of existing peripheral sales precincts and the establishment of strategically located precincts, which meet development assessment criteria, and the co-location of peripheral sales with core retailing in new and existing principle and major activity centres.

### **Robust local centres**

*To develop robust local centres.*

The Strategy recognises that the weakest centres in the hierarchy across metropolitan Melbourne are neighbourhood and convenience centres. The Strategy recognises the need to ensure that local centres in the municipality are provided with the maximum potential and opportunity to trade viably and be sustainable in the foreseeable future. This requirement in turn means that locational and activity principles set out in the Strategy should be adhered to in the best interests of the community, and to achieve the orderly planning and development of neighbourhood and convenience centres.

Stringent locational, market support and activity criteria will be applied for the future development of neighbourhood and convenience centres to set in place the most favourable economic and social conditions to best assist the viability and sustainability of these centres in the foreseeable future. Such conditions will allow these centres to remain vibrant, and be viably upgraded and modernised, over time.

The Strategy has rationalised the number and location of local centres provided in past strategic planning, to eliminate, where possible, locations which are not likely to be viable or sustainable in the longer term as sites for local centres. The facilitation of robust, viable and sustainable local centres is in the best long term interests of the community, traders and investors.

### **Structure Planning**

*To provide proactive management of all activity centres within Casey, specifically the preparation of structure plans.*

Rather than a top down floorspace allocation approach, this strategy seeks to allow each centre to evolve with regard to its role, market opportunity and local planning context. The key to this approach is a proactive role by Council in the management of the activity, infrastructure, amenity and business planning of each centre. Council sees structure planning as an opportunity to identify, for each centre:

- î Potential development opportunities
- î Key community outcomes.
- î Infrastructure requirements
- î Amenity improvements

From this information the additional floorspace levels can be determined, and if necessary these can be linked to the Planning Scheme to ensure certainty to land owners or balance in the hierarchy.

## **6.5 Planning Principles**

The development of the Strategy framework has been based on the following:

- î Responding to the policy directions of Melbourne 2030 and Casey C21.

- î Providing a clear policy direction as to the role of all centres in Casey.
- î Having the role of centres as their prime determinate for growth combined with the Melbourne 2030 policy direction to broaden the activity base of centres.
- î Utilising the structure planning process as the method to determine the activity potentials of an activity centre.
- î Explicitly linking development (floorspace) outcomes with community outcomes (eg. built form, enhancement/creation of public spaces, structural (activity) outcomes.
- î Locating new centres on the PPTN or the “triple helix” public transport network as defined in Melbourne 2030 and in Casey C21 respectively.
- î Attracting office employment (development) to Casey.
- î Responding to the issues raised in Chapter 3.0 ‘Context: Socio-Economic’ of this report, including the broad issues of:
  - ê The significance of activity centres in the contemporary Australian city.
  - ê Modern activity centres and the need for diversity in roles, structure and function.
  - ê Operational / technological issues.
  - ê Economic issues in retailing.
  - ê Development pressures.
  - ê New centre planning.
- î Providing clear guidelines to allow for the assessment of unforeseen development, that is development that sits outside the framework identified in any relevant structure plan or if no structure plan exists.
- î Recognising the need to provide for a number of employment (rather than retail) focused activity centres.
- î Recognising the role of floorspace limits as important statutory controls for centres/precincts/sites to ensure:
  - ê Centres at the top end do not expand to a point that they have a detrimental effect on the hierarchy.
  - ê The role of neighbourhood and convenience centres can be effectively managed.

## 6.6 Floorspace allocation principles

### System requirements

The Strategy seeks a balanced approach that acknowledges the dis-benefits to the community of oversupply and undersupply of retail goods and services floorspace. Departures from the framework may have the potential to distort the activity centre system, as such they should be reviewed with caution. The guiding principle is the role of the centre with the structure plan as the mechanism to deliver the best outcome for the community, in it’s widest sense.

It is not the purpose of this Strategy to determine precise floorspace figures for individual centres or development sites. It is also not the purpose of the strategic allocation to determine the timing that new floorspace should come on line. Decisions about these matters are to be guided by more detailed analysis, during structure planning, and by their nature will evolve and change over time. Such a level of detail and certainty is simply not possible as the retail industry continues to change and because of the unpredictable nature of small area residential development patterns.

The Strategy sets out the future activity centre system for Casey. Criteria for managing the system, including marginal changes, are provided. The future system provides an overall management framework and a rational base for considering any significant changes that may be put forward in the future. It is recognised that, over the longer term, the system may change in a significant way (in a way that we may not be able to foresee today). The system also provides a formal basis for sustainable growth and investment in the future.

As outlined earlier, the structure planning process will be used as the mechanism to manage floorspace allocations within individual centres. It is envisaged that the structure planning process will clarify the opportunities and constraints of a centre and its potential to fulfil specialist roles. Floorspace thresholds will only be used to ensure the role of the centre and a balanced hierarchy is achieved. When a structure plan is not in place or thresholds are exceeded, applications are to be assessed against the development assessment criteria outlined later in this chapter.

### **Key principles**

The key principles to guide floorspace allocation and timing to individual centres are set out below.

#### **In considering floorspace allocations, the role of the centre is critical.**

In the broad allocation of future floorspace, the intended role of activity centres is the critical consideration.

The Strategy strongly encourages a wide range of uses to co-locate in activity centres. A key element of this approach is the need to ensure sufficient land is set aside in activity centres to cater for future demand for commercial facilities and services.

This approach (of clustering uses into activity centres) may tend to increase the overall retail goods and services floorspace figures for individual centres. However, in many instances, the role of the centre is unlikely to change simply by adding a number of individual uses. The role of a centre would only be likely to change with the addition of a new defining element (the defining elements are set out in Table 1), such as adding a supermarket to a convenience centre which would change the role of the centre to a neighbourhood centre.

#### **Centre timing should be carefully managed.**

The timing and staging of new floorspace construction should only be restricted where there is a clear net community benefit in doing so. Such circumstances are generally rare, particularly on the fringe of Melbourne where timely and staged establishment of activity centres provides important benefits for the local community.

There is a reasonable community expectation that once approved, activity centre floorspace should proceed within a known broad timeframe. This concept was supported by the findings of the *Retail Review Panel*, 1996, and is explicitly stated in the Casey Planning Scheme, Clause 17.02-2. Although difficult to implement, measures to encourage the timely construction of viable new floorspace are to be considered.

Therefore while setting aside sufficient land for future use in activity centres is a key element of the Strategy, land banking of viable and required floorspace is strongly discouraged because of the negative impact this can have on affected communities. The Strategy strongly discourages landowners using 'banked' floorspace approvals to attempt to restrict nearby communities being serviced by viable activity centre development.

### **Detailed assessment**

Council will consider decisions on floorspace allocations and timing in the context of a detailed submission from a landowner/developer. This is particularly important for neighbourhood and convenience centres as, although centre location is provided for, the Strategy is unable to provide strong guidance as to timing and size of these centres. It is also recognised that the framework for these centres may require more frequent review than higher order centres, especially during their establishment stages. It is not intended that the this Strategy determine precise floorspace allocations or timing for the proposed new neighbourhood centres, for these centres controls, as required, will be determined at the rezoning (structure planning) stage.

To access new floorspace, permit applications need to demonstrate that they are consistent with, or respond appropriately to, the development assessment criteria set out later in this Chapter.

Implementation of the Strategy will require:

- î timely consideration and assessment of planning and development proposals;
- î a proactive investment and management policy;
- î implementation of the actions identified; and,
- î ongoing monitoring and benchmarking of activity centre performance and the extent to which the City's activity centres meet the needs and expectations of residents.

## 6.7 A Proposed Activity Centre System for Casey

The activity centre system as defined in this section has been developed iteratively with a recognition of the existing system, the concept of net community benefit, future household distributions, the goals, the planning principles and floorspace allocation principals defined earlier in this Chapter. The proposed activity centre system seeks to ensure appropriate levels of accessibility across the city, while also maximising the potential to create strong viable centres that can provide a mix of activities and act as nodes for public transport. The assessments undertaken have shown that over the next 30 years (to align with Melbourne 2030) each of the centres will be able to fulfil the roles allocated to it.

The proposed activity centre system for Casey consists of the following:

- î A series of planning outcomes derived from the concept of net community benefit that are relevant for all centres and cover the areas of:
  - ê Public Amenity
  - ê Social / cultural (including safety)
  - ê Environmentally Sustainable Design
- î A general framework that establishes a hierarchy of centre (refer Figure 3 and Table 1)s, including for each level:
  - ê The purpose of the centre in Casey.
  - ê The objectives for the centre
  - ê The general catchment population.
  - ê The defining retail elements of the centre role.
  - ê Activity diversity goals (opportunity for choice)
  - ê Accessibility
- î A classification of all centres across Casey including an initial assessment of key community outcomes (refer Figure 3 and Table 2)

### Public Amenity

- î Design based on site and context analysis and responding to Clause 19.03 of Casey Planning Scheme.
- î Ensure the creation of a range of public spaces.
- î Ensure a co-ordinated approach to landscaping and street furniture (including lighting) that is appropriate to the role, scale and character of the area.
- î The street interface and streetscape design outcomes required are as follows:
  - ê The development of active streets is a core design outcome, that is building edges (shops) front the street and create activity by providing a high proportion of clear glazing and shop entrances.
  - ê Centre / building design to enhance the character and identity of the community it serves.
  - ê Depending on the role of the centre, activities to be located within a defined precinct. Specialised sub-precincts (as appropriate) to develop within a centre and be managed in the framework of a structure plan.
  - ê Ensure weather protection for visitors, provide public amenities and maximise natural surveillance to enhance safety.

- î With the central objective for centres being to create active streets car park planning needs to respond to this goal. Some of the outcomes that are sought are as follows:
  - ê Where possible car parks should be located to the side or rear of buildings, or on parking structures which provide active 'shop fronts' at the ground level.
  - ê Large car parks should not be located adjacent to the street.
  - ê At-grade car parks are to be landscaped with shade trees, well lit and defined as spaces by an edge treatment.
  - ê Where possible car parks should be shared with adjoining facilities.
  - ê A staged development approach that will lead to the creation of a main street environment is a central design requirement.
- î Signage :
  - ê In areas which have been developed as mainstreet (urban) environments signage should be restricted to buildings, rather than the large pole signage (historically) associated with suburban centres.
  - ê In some cases where multiple tenants exist, single entrance signs are to be developed rather than multiple pole signs, eg fast food areas. The scale of the signs should reflect the character of the area.
  - ê Must be consistent with the prevailing signage and local character.
- î Co-locate facilities and services to maximise activity in the centre and resources sharing opportunities.

#### **Social / cultural (including safety)**

- î Range and diversity of employment offered to the community.
- î Encourage a broad range of activities to enhance the sense of place of a centre.
- î Ensure centres are accessible to all groups within the community.
- î Ensure separation of loading bays, major pedestrian movements and traffic.
- î Ensure Crime Prevention Through Environmental Design principles and addressed in all areas of planning and design.

#### **Environmentally Sustainable Design**

- î Encourage very broad range of uses to cluster into centre for multi-purpose trips.
- î Ensure energy efficient design.
- î Ensure best practice water management.
- î Ensure good non-vehicle access.

**Table 1: Casey Activity Centre System: A General Framework (refer Figures 3)**

|                                 | <b>Principle activity centres</b>  | <b>Major activity centres<br/>(Including proposed)</b>  | <b>Neighbourhood centres<br/>(M2030 – N.A.C)</b>   | <b>Convenience centres<br/>(M2030 – N.A.C)</b>  | <b>Peripheral sales precincts<br/>(M2030 – Out-of-centre)</b>   |
|---------------------------------|--|---|--|---|---|
| <b>Purpose in Casey context</b> | <p>Principle activity centres provide municipal-wide and regional level retailing, commercial, entertainment and community functions to residents, workers and visitors to the City and the wider region.</p> <p>Principle activity centres also play a key role in the provision of office based employment. For the two principle centres in Casey, the identification and facilitation of office precincts has been an integral part of their planning, for the last decade.</p> <p>It is clearly recognised that the City's two principle activity centres draw trade into the municipality and to this extent provide additional sources of employment. It is also recognised that principle activity centres provide a nucleus for additional commercial, entertainment and other diversified services to grow.</p> <p>The Strategy provides for the future development of a Central Business District, focused in part on the Fountain Gate Shopping Centre as well as the progressive development of the Cranbourne Town Centre focused, in part, on the Cranbourne Shopping Centre.</p> <p>The Strategy encourages the development of additional regional level entertainment, recreational and community facilities to be encouraged within the two principle activity centres to provide for the integration of community functions with existing business districts.</p> <p>The principle activity centres assist in retaining domestically generated retail expenditure and reducing escape expenditure to other areas in metropolitan Melbourne, and are supportive of the City's economic and social objectives in maintaining and consolidating a diversified employment base.</p> | <p>Major activity centres provide a wide range of shopping, commercial and community goods and services to cater for day to day, weekly shopping and a range of discretionary needs.</p> <p>Melbourne 2030 policy seeks to co-locate office development within activity centres. In Casey, Berwick Village, already provides a substantial opportunity for office development. Council's Casey C21 Strategy identifies the Casey Central Town Centre as key location for office development in the future.</p> <p>The consolidation and development of a tier of major activity centres is a key goal of the Strategy and is directed to providing for a substantial level of amenity and service within easy reach of the City's population. It is clear that a powerful supporting system of major activity centres will add to the competitiveness of the retail system and provide attractive locations for the development of small business.</p> <p>Future floorspace approvals should provide for a discount department store at the Hampton Park Town Centre, together with discount department store(s) and 1-2 supermarkets at Casey Central.</p> <p>It is also recommended that the multi - functional role of major activity centres be further strengthened through the ongoing development of community facilities (e.g. community centres, libraries, etc).</p> <p>Importantly, the growth and consolidation of the major activity centres will assist in the long term development of a viable public transport system.</p> <p>For the Endeavour Hills Town Centre, the central goal is the broadening of the mix of activities and its progressive developed to include a town centre environment.</p> | <p>Neighbourhood centres provide attractive locations to meet the day-to-day needs, and most weekly shopping functions of households at locations which are convenient and provide easy access to the community.</p> <p>The Strategy recognises:</p> <ul style="list-style-type: none"> <li>that locations designed to provide solely for neighbourhood functions are relatively limited in the City reflecting the tendency for neighbourhood functions to be also provided by higher order centres with extensive catchments; and,</li> <li>the weakest tier in the retail hierarchy across metropolitan Melbourne is comprised of local centres and there is a clear need to ensure that locational and structural conditions be established which maximise the potential for centre viability and sustainability;</li> </ul> <p>Some centres will play an important community role and this needs to be allowed for in the early planning of the centres. Other non-retail activities may be attracted to these centres depending on the individual opportunities of each centre</p> | <p>Convenience centres provide for essential day to day purchases of retail goods and some selected services. The Strategy recognises that convenience centres provide an important social and community role in the City, that is:</p> <ul style="list-style-type: none"> <li>to provide a co-ordinated framework for the provision of essential services requiring a residential-based location and to facilitate the co-location where feasible of convenience stores or service stations and required social functions such as medical facilities and selected community facilities, e.g. child care centres, maternal and child health centres; and,</li> <li>convenience centres have an important foundational role to play in newly developing areas where these areas cannot support a neighbourhood centre. In this context, the convenience centres will have a community focus, co-ordinating, as indicated above, both social and community facilities and convenience stores.</li> </ul> <p>The preferred policy position is that where possible new convenience facilities such as service stations should not be on stand alone locations, but should be integrated with convenience or higher order centres. New facilities developed in this way will add greater value for the community and Casey's activity centre system than stand alone facilities.</p> | <p>Peripheral sales precincts provide attractive and competitive environments for the display, storage and sale of bulky goods and services (generally defined as restricted retail uses in the Casey Planning Scheme).</p> <p>Typically, peripheral sales precincts have a regional or sub-regional catchment. Sales represent discretionary purchases by most households at various stages in the life cycle.</p> <p>The Strategy has identified significant additional floorspace potential for peripheral sales precincts. It seeks to encourage the development of high quality integrated peripheral sales precincts at strategic highway and key arterial road locations and maximise the potential to co-locate peripheral sales together with core retailing in principal and major activity centres.</p> <p>In principle, floorspace will be available for appropriate developments that demonstrate best practice in meeting location and development assessment criteria.</p> |
| <b>Objectives</b>               | <p>To provide the highest level of shopping, leisure, entertainment and community service activity in the City.</p> <p>To recognise and encourage the centre's function as a social focus by providing suitable indoor and outdoor places for people to meet throughout the day and week.</p> <p>To be an administrative and professional centre.</p>  | <p>To provide a comprehensive range of shopping, entertainment and community facilities and services.</p> <p>To recognise and encourage the centre's function as a social focus by providing suitable indoor and outdoor places for people to meet throughout the day and week.</p> <p>To be a professional centre.</p>   | <p>To provide a range of convenience shopping and selected weekly goods and services as well as neighbourhood orientated community facilities.</p> <p>To recognise and encourage the centre's function as a social focus by providing places for people to meet.</p>   | <p>To provide a minimal level of convenience goods and services for neighbourhood areas as well as passing traffic.</p> <p>To recognise and encourage the centre's function as a social focus.</p>  | <p>To provide a range of bulky goods and complementary goods and services at highly accessible and strategic locations in well designed precincts.</p>  |
| <b>Catchment population</b>     | 100,000+ persons   | 50,000 to 75,000 persons  | 10,000 to 25,000 persons   | 2,000 to 4,000 persons  | 50,000+ persons   |

|   | <b>Principle activity centres</b>   | <b>Major activity centres<br/>(Including proposed)</b>   | <b>Neighbourhood centres<br/>(M2030 – N.A.C)</b>   | <b>Convenience centres<br/>(M2030 – N.A.C)</b>   | <b>Peripheral sales precincts<br/>(M2030 – Out-of-centre)</b>  |
|---|---|--|--|--|--|
| <b>Defining retail element of centre role</b> | Department store(s), discount department stores and very diverse range of goods and services.   | Discount department store(s), supermarkets and wide variety of goods and services.   | Supermarket, specialty shops and related goods and services.   | Cluster of goods and services not anchored by a supermarket.   | Large bulky goods tenancies located in an integrated, defined precinct.  |
| <b>Functions provided</b>                     | Regional, sub-regional, neighbourhood, convenience and peripherals sales precinct.  | Sub-regional, neighbourhood convenience, and peripheral sales precinct.  | Neighbourhood and convenience.   | Convenience.   | Typically regional or sub-regional.  |
| <b>Opportunity for choice</b>                 | <p><b>Retail goods and services</b></p> <ul style="list-style-type: none"> <li>One full-line department store.</li> <li>Multiple discount department stores and other specialised facilities.</li> <li>Multiple supermarkets.</li> <li>Large scale peripheral sales.</li> </ul> <p><b>Leisure &amp; Entertainment</b></p> <ul style="list-style-type: none"> <li>Major passive open space reserve or square.</li> <li>Major sports facilities or stadiums.</li> <li>Major entertainment and leisure facilities such as cinemas.</li> </ul> <p><b>Commercial &amp; Professional Services</b></p> <ul style="list-style-type: none"> <li>A wide range of professional and other commercial services.</li> </ul> <p><b>Civic &amp; Community Facilities</b></p> <ul style="list-style-type: none"> <li>Library, leisure centre, arts centre and cultural centre.</li> <li>Range of government offices and services, including law courts and police, fire and ambulance.</li> </ul> <p><b>Education &amp; Institutional</b></p> <ul style="list-style-type: none"> <li>Religious facilities.</li> <li>Full range of education services including tertiary, secondary and primary schools.</li> <li>Range of specialist health services.</li> </ul> | <p><b>Retail goods and services</b></p> <ul style="list-style-type: none"> <li>Several supermarkets and a number of mini-majors.</li> <li>At least one discount department store.</li> <li>Wide range of retail and non-retail tenancies.</li> <li>Peripheral sales.</li> </ul> <p><b>Leisure &amp; Entertainment</b></p> <ul style="list-style-type: none"> <li>Passive open space reserve / square.</li> <li>Sports and recreation facilities.</li> <li>Entertainment and leisure facilities such as cinemas.</li> </ul> <p><b>Commercial &amp; Professional Services</b></p> <ul style="list-style-type: none"> <li>A wide range of professional and other commercial services.</li> </ul> <p><b>Civic &amp; Community Facilities</b></p> <ul style="list-style-type: none"> <li>Some government offices and services.</li> <li>Library, leisure centre, range of community facilities</li> </ul> <p><b>Education &amp; Institutional</b></p> <ul style="list-style-type: none"> <li>Range of education services including tertiary, secondary and primary schools.</li> <li>Religious facilities.</li> <li>Range of specialist health services.</li> </ul> | <p><b>Retail goods and services</b></p> <ul style="list-style-type: none"> <li>Supermarket (s).</li> <li>15 to 20 retail and other tenancies.</li> <li>Medical services.</li> <li>Wide range of other possible retail/commercial uses to co-locate.</li> </ul> <p><b>Leisure &amp; Entertainment</b></p> <ul style="list-style-type: none"> <li>Open space reserve with playground.</li> <li>Sporting, recreation and leisure facilities.</li> </ul> <p><b>Commercial and Professional Services</b></p> <ul style="list-style-type: none"> <li>Potential some limited opportunity</li> </ul> <p><b>Community Facilities</b></p> <ul style="list-style-type: none"> <li>Multi-functional community building.</li> <li>Child care facilities.</li> </ul> <p><b>Education &amp; Institutional</b></p> <ul style="list-style-type: none"> <li>Education facilities such as a primary school and those based at a community centre.</li> <li>Religious facilities.</li> <li>Range of specialist health services.</li> </ul> | <p><b>Retail goods and services</b></p> <ul style="list-style-type: none"> <li>Up to five shops.</li> <li>Service station.</li> <li>Medical services.</li> <li>Range of other possible retail/commercial uses to co-locate.</li> </ul> <p><b>Leisure &amp; Entertainment</b></p> <ul style="list-style-type: none"> <li>Open space reserve with playground.</li> </ul> <p><b>Community Facilities</b></p> <ul style="list-style-type: none"> <li>Child care facilities.</li> <li>Multi-functional community building.</li> </ul> <p><b>Education &amp; Institutional</b></p> <ul style="list-style-type: none"> <li>Religious facilities.</li> <li>Education facilities such as a primary school and those based at a community centre.</li> <li>Range of specialist health services.</li> </ul> | <p><b>Retail goods and services</b></p> <ul style="list-style-type: none"> <li>Large, bulky tenancies, for example over 1,000m<sup>2</sup> in size.</li> <li>Complementary retail goods and services floorspace.</li> </ul> <p><b>Community facilities</b></p> <ul style="list-style-type: none"> <li>Open space reserve with playground.</li> </ul> |

|                      | <b>Principle activity centres</b>   | <b>Major activity centres<br/>(Including proposed)</b>   | <b>Neighbourhood centres<br/>(M2030 – N.A.C)</b>  | <b>Convenience centres<br/>(M2030 – N.A.C)</b>  | <b>Peripheral sales precincts<br/>(M2030 – Out-of-centre)</b>  |
|----------------------|---|--|---|---|--|
| <b>Accessibility</b> | <ul style="list-style-type: none"> <li>Located with excellent access by freeway or State Highway and arterial roads.</li> <li>Highly accessible from a number of entrances for cars, bicycles and pedestrians.</li> <li>Excellent public transport access and modal interchange and terminal.</li> <li>Ensure safe pedestrian network within and to the centre to avoid conflict points with traffic.</li> <li>Linked by joint use pathways to a linear open space network.</li> <li>Sufficient car and bicycle parking provided for high demand periods.</li> <li>Located to best provide access to catchment and where possible locate on the PPTN &amp; major public transport corridors.</li> </ul> | <ul style="list-style-type: none"> <li>Located with excellent access by the arterial road network.</li> <li>Accessible from a number of entrances for cars, bicycles and pedestrians.</li> <li>Good public transport access and modal interchange.</li> <li>Ensure safe pedestrian network within and to the centre to avoid conflict points with traffic.</li> <li>Linked by joint use pathways to a linear open space network.</li> <li>Sufficient car and bicycle parking provided for high demand periods.</li> <li>Located to best provide access to catchment and where possible locate on the PPTN &amp; major public transport corridors.</li> </ul> | <ul style="list-style-type: none"> <li>Locate retail frontage to arterial road or secondary arterial road.</li> <li>Goods access for cars, bicycles and pedestrians.</li> <li>Good public transport access.</li> <li>Ensure safe pedestrian network within and to the centre to avoid conflict points with traffic.</li> <li>Linked by joint use pathways to a linear open space network.</li> <li>Sufficient car and bicycle parking provided for high demand periods.</li> <li>Located to best provide access to catchment and where possible locate on the PPTN &amp; major public transport corridors.</li> </ul> | <ul style="list-style-type: none"> <li>Locate retail frontage to arterial road, secondary arterial road or major trunk collector.</li> <li>Goods access for cars, bicycles and pedestrians.</li> <li>Public transport access.</li> <li>Ensure safe pedestrian network within and to the centre to avoid conflict points with traffic.</li> <li>Linked by joint use pathways to a linear open space network.</li> <li>Sufficient car and bicycle parking provided for high demand periods.</li> <li>Centrally located to catchment.</li> </ul> | <ul style="list-style-type: none"> <li>Located with good access by State Highway or key arterial roads. Close proximity to freeway access is an advantage.</li> <li>Good public transport access.</li> <li>Ensure safe pedestrian network within and to the centre to avoid conflict points with traffic.</li> <li>Linked by joint use pathways to a linear open space network.</li> <li>Sufficient car and bicycle parking provided for high demand periods.</li> </ul> |



**Table 2: Casey Activity Centre Classification & Structure Planning Guide**

| <b>Role in Hierarchy</b>  | <b>Centre</b>  | <b>Initial assessment of key community outcomes</b>   |
|---------------------------|--|---|
| Principle Activity Centre | Cranbourne   | <p>The existing Structure Plan more than seven years old. A Council review is underway (2004). Likely outcomes for the centre include (inter-alia):</p> <ul style="list-style-type: none"> <li>î Improved integration of Centro Cranbourne Shopping Centre with the High Street activities.</li> <li>î Improved public spaces (including Greg Clydesdale Square)</li> <li>î Enhance the connection linkages to the eastern parts of the centre, including the TAFE, etc</li> <li>î Enhanced circulation system</li> <li>î Improved car parking levels</li> <li>î Removal of through traffic, particularly commercial vehicles</li> <li>î Enhanced streetscape amenity</li> </ul>  |
|                           | Fountain Gate - Narre Warren CBD   | Recently adopted Structure Plan (July 2004) identifies floorspace outcome for the centre and links these to a range of planning and development outcomes.   |
| Major Activity Centre     | Berwick Village  | <p>The current Structure Plan was adopted in March 2002. More detailed planning is being carried out for the Casey Technology Precinct (2004), a sub-precinct of the Centre. The next review of Structure Plan needs to:</p> <ul style="list-style-type: none"> <li>î Consider outcomes of the more detailed sub-precinct planning.</li> <li>î Examine residential issues/opportunities in and around the centre.</li> <li>î The potential activity and access implications of the proposed road widening (duplication) of Clyde Road.</li> </ul> <p>It should be noted that the 1990 and the 2002 Structure Plans for Berwick Village clearly indicated that the environmental capacity of the centre is a prime consideration of the community.</p>                                 |
|                           | Casey Central (M2030 status to be resolved as part of Casey Cardinia Growth Area Plan) | <p>Council commenced a process to prepare the first Structure Plan for this centre in 2004. The Centre is seen as being particularly important for the City, in that:</p> <ul style="list-style-type: none"> <li>î It is the first major activity centre that can be developed in direct response to the aspirations of Melbourne 2030, particularly the residential element.</li> <li>î It has the potential to be a major employment and mixed activity precinct.</li> <li>î It is located on the central transport spine that serves and links Casey residents in a north south direction.</li> </ul> <p>It is anticipated that this centre can accommodate up to 50,000 m2 of retail floorspace over half of which would be restricted retail with the key outcomes being the</p> |

|  |   |   |
|--|---|---|
|  |   | <p>delivery of the general planning principles and activity centre outcomes identified earlier in this Chapter in addition to:</p> <ul style="list-style-type: none"> <li>î An allowance for the centre to expand and evolve in the very long term.</li> <li>î A requirement that retail development be designed in a way to allow further expansion at a point in the future by ensuring initial at-grade car parks can be converted to multi-level facilities, and single storey structures can be converted to multi-level buildings.</li> </ul>   |
|  | Endeavour Hills (MAC)   | <p>Council is currently preparing (2004) the first Structure Plan for the Endeavour Hills Town Centre. A number of the potential planning outcomes include:</p> <ul style="list-style-type: none"> <li>î Providing a direct activity linkage between the shopping centre and the leisure precinct.</li> <li>î Creation of a town centre environment with active edges and public spaces.</li> <li>î Providing improved activity linkages into the centre from adjacent residential areas.</li> </ul>  |
|  | Hampton Park (M2030 status is to be resolved as part of Casey Cardinia Growth Area Plan).   | <p>The commencement of the first structure plan for this centre has been identified by Council to occur in the financial year 2004/05. It is evident that a number of potential planning outcomes will likely include:</p> <ul style="list-style-type: none"> <li>î The integration of the many activity precincts in the centre.</li> <li>î The development of a number of quality public spaces.</li> <li>î The development of an integrated transport/carparking/pedestrian system.</li> </ul>   |
| Neighbourhood Centres Existing & Proposed (all are N.A.C.'s) | Autumn Place, Cranbourne East (proposed), Cranbourne West (proposed), Eden Rise (Berwick south, rezoned, yet to be developed), Lynbrook (planning completed, rezoning underway), Narre Warren Village, Parkhill Plaza, Pearcedale, Spring Square, Thompsons Parkway, Tooradin | <p>The approach to planning for neighbourhood centres in Casey has changed over the last decade, with the number being rationalised to allow larger diverse and viable centres that can also act as nodes for public transport. This strategy identifies a number of major existing and proposed neighbourhood centres which are:</p> <ul style="list-style-type: none"> <li>î Seen to have the potential to grow and accommodate a range of non-retail uses and/or are well established centres.</li> <li>î Have the potential to accommodate increased residential densities around the centres in line with Melbourne 2030.</li> <li>î Are well located on the public transport networks identified by Melbourne 2030 and Casey C21.</li> </ul> <p>As of November 2004 planning has been undertaken for two centres, Narre Warren Village and Tooradin, with the former being a sub precinct of the Fountain Gate – Narre Warren CBD.</p> <p>It is proposed that structure plans and / or development plans be developed for each new centre before it is rezoned.</p> |
|  | Amberley Park,  | In the adopted Activity Centres Strategy of 2000 each of  |

|  |   |  |
|--|---|--|
|  | Kirkwood Crescent and Duff Street   | these centres were identified as convenience centres, however they have evolved into small neighbourhood centres due to planning decisions since then. Due to their close proximity to other key centres it is proposed that these centres remain of the same overall size and retail role as permitted by their current approvals to give greatest opportunity for nearby centres to maximise their development opportunity which is seen to be able to provide higher levels of community benefit. |
| Convenience Centres Existing & Proposed (all are N.A.C.'s) | Box Street, Camms Road, Cranbourne Place, Doveton Avenue, Hotham Street, Linden Place, Llewellyn Place, Lurline Street, Somerville Road and The Arcade                            | These are well established convenience centres that have little opportunity to grow other than the Hotham Street area where it may be appropriate to allow some higher density residential development in amongst the shops. In 2000 Council undertook streetscape works in the majority of these centres, it will be appropriate to re-visit them every 10 years to ascertain the need for any appropriate improvements.  |
|  | Heatherton Road (at Hallam North Road)  | There are already a range of activities in this location a re-zoning to allow a small number of convenience shops is appropriate, any approvals should seek to assist in integrating the disparate activities on the site  |
|  | Greaves Road, Bemersyde Drive, Pearcedale Road (Cranbourne south), Main Street Narre Warren North   | For each of these centres there exists essentially a general store. For each it would be appropriate that the grow to become a convenience centre. For the main street site a new location has been identified in the relevant development Plan.   |
|  | Ernst Wanke Road (cnr with Narre Warren North Road)   | Planning approval has been given by the Minister for this centre.  |
|  | Proposed centres Thompsons Road (Lyndhurst), Thompsons Road at Narre Warren Cranbourne Road, Cnr South Gippsland Highway and proposed Glasscocks Road, Berwick Springs Promenade. | Four new convenience centres are proposed and further may be identified within the new residential areas of Casey. These centres should read as a small main street and ideally have a public space and good pedestrian linkages into the nearby residential areas. The location of additional centres will be resolved when development plans are prepared for new residential areas.   |
|  | Freeway Sports (Eumemmerring)   | A rezoning process is underway for part of this centre. Council resolved for its inclusion as a convenience centre 21 December 2004. The rezoning limits uses to those related to motel, the health and fitness industry and food and drink premises.  |

## Employment Activity Centres

The Casey C21 Strategy identifies a number of new employment precincts for Casey.

These precincts, the Casey Technology Precinct and the C21 Business Park are seen as integrated work, live and leisure precincts, the latter requires approval through the Casey Cardinia Growth Corridor if it is to proceed. In each precinct a level of retail will be required to ensure they are liveable communities. However, they are not seen as major centres, though the C21 Business Park may well have a supermarket considering the potential scale of the precinct and likely level of residential accommodation.

## Peripheral Sales Precincts

The Strategy identifies two peripheral sales (restricted retail) precincts. These are:

- î Great Southern Home Centre, opposite the Thompson Parkway Neighbourhood Centre.
- î Lyndhurst Business Park, there is planning permit approval for approximately 20,000 metres as part of a larger industrial precinct, in Lynbrook.

Other than these two areas the Strategy does not propose additional stand alone (out of centre) peripheral sales precincts. Additional floorspace is to be directed to the principle and major activity centres in Casey including Fountain Gate-Narre Warren CBD, Casey Central Town Centre and Cranbourne Town Centre and the structure planning for these centres will need to take this into consideration.

## Existing Highway / Main Road Retail

Council's objective for the Hallam and Doveton Industrial Estates is that they remain and evolve as quality industrial areas. The development of the Estates for industrial purposes will produce important community benefits. The image of the Estates as viewed from the Princes Highway is important to their ongoing success and development and the ability to attract new tenants.

Potential exists for further development of manufacturing and service industrial/commercial and related businesses along the Princes Highway, particularly in Hallam.

New commercial uses and peripherals sales businesses are not supported on industrial land fronting the Princes Highway, west of Hallam Road as:

- î such uses are not consistent with Council's objectives for the area. These uses will weaken the industrial integrity of the Hallam and Doveton Industrial Estates. Council's objective is to retain an 'industrial park' image for the Estates along the Princes Highway Road frontage; and,
- î ample land is available in other locations (including the Fountain Gate - Narre Warren CBD) that is highly suitable for the establishment of peripherals sales businesses.

## Community activity clusters

Analysis for the Strategy revealed a network of community activity clusters throughout the City. These clusters are notionally shown in Figure 4 and take a number of forms and include uses and facilities such as:

- î tertiary, secondary and primary education facilities.
- î multi-function community buildings serving a variety of purposes such as childcare, preschool, public hall, meeting rooms, seniors, maternal and child health and others; and,
- î leisure, cultural, arts, open space, recreation and sporting facilities.

The proposed activity centres in Figure 3 will have a **core retail** goods and services component and other supporting services and facilities. The distinction between the community activity clusters in Figure 4 and the activity centres in Figure 3 is that the community activity clusters do not have a core retail goods and services component, other than maybe a milk bar.

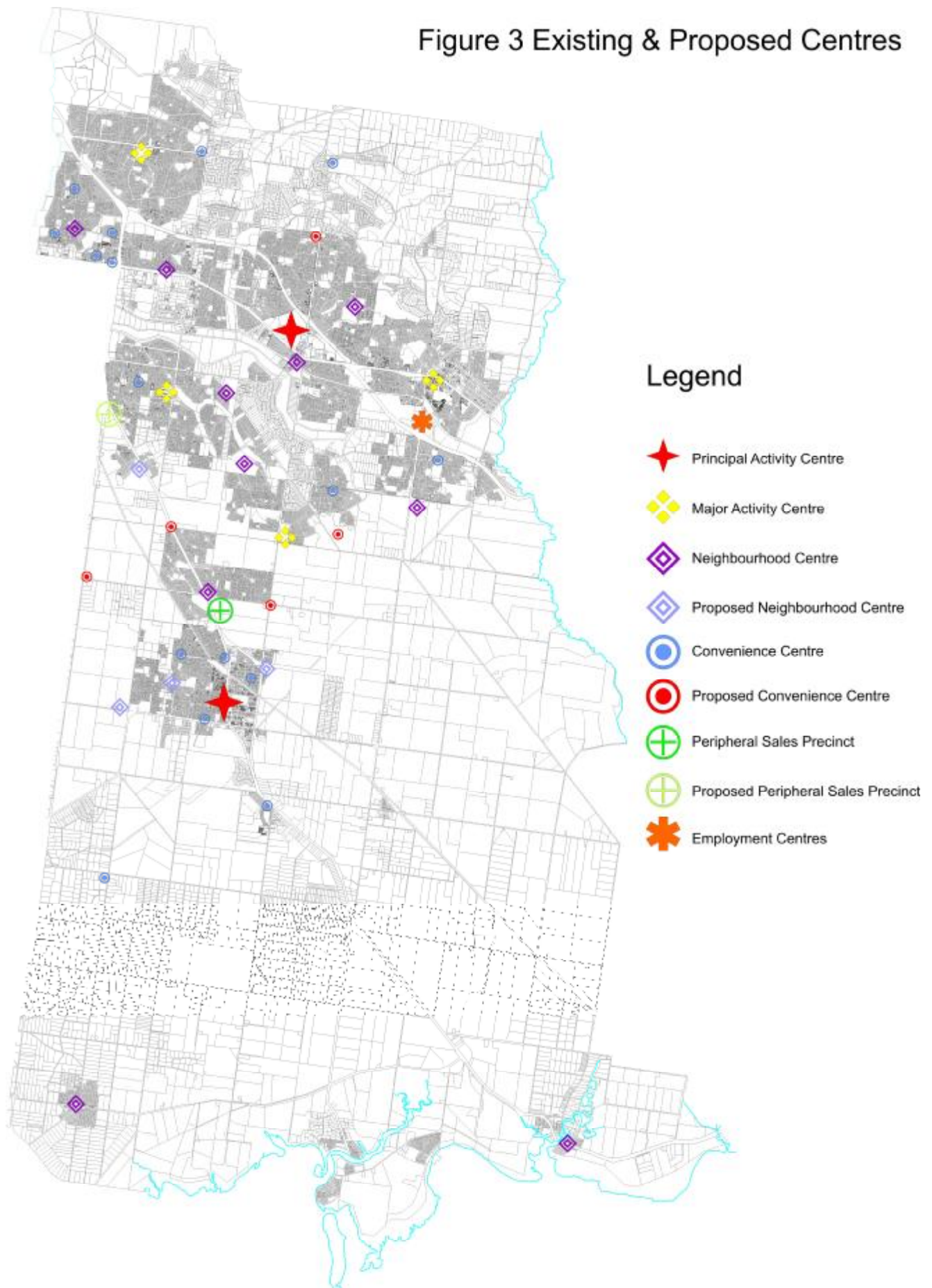
Where appropriate and compatible, a range of community uses and facilities (including private facilities such as churches, milk bars, child care centres and other discretionary facilities in a

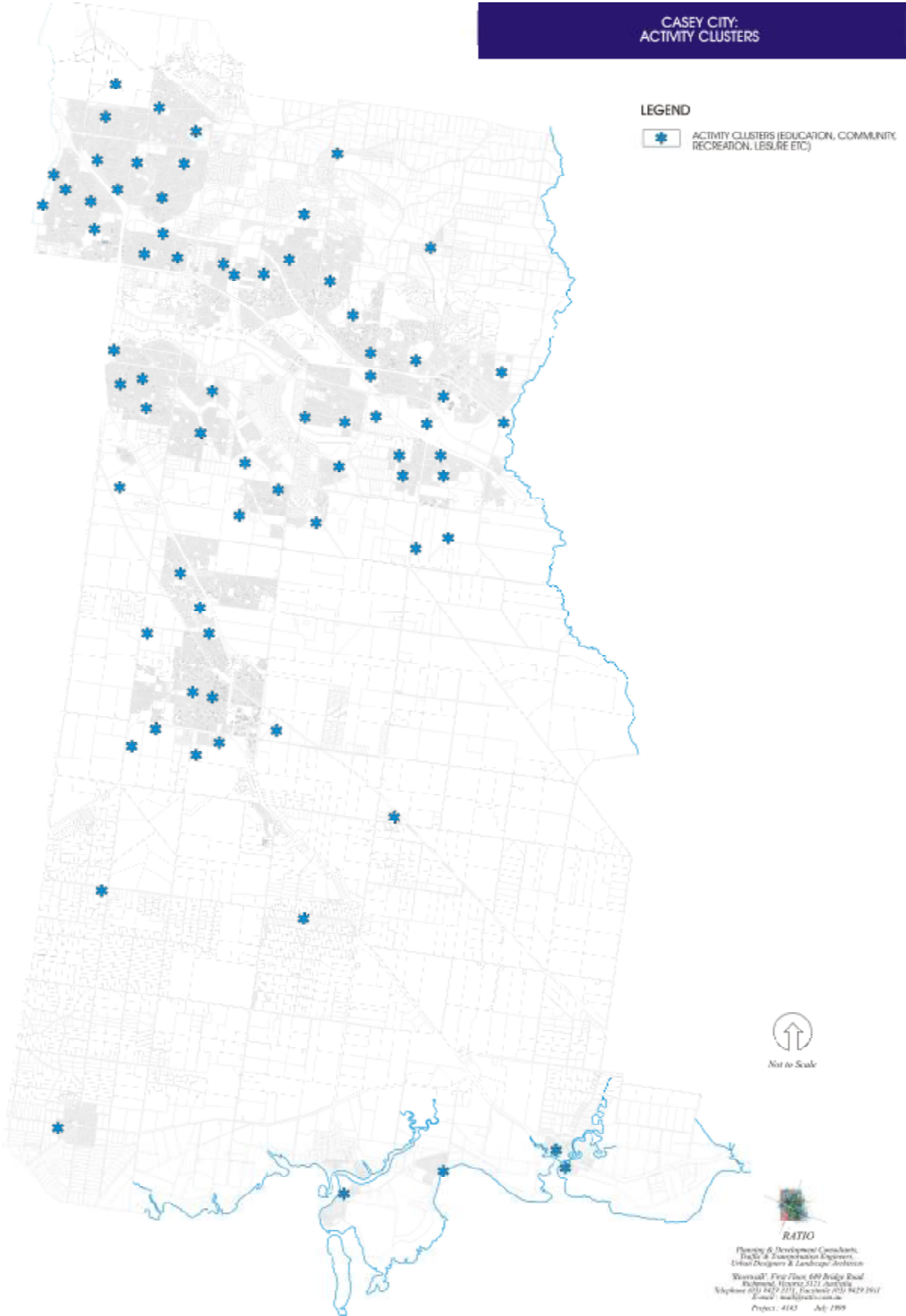
residential zone and low key commercial facilities) will be encouraged to develop in, and re-enforce, these clusters.

**Isolated milk bars**

Past planning for residential areas designated isolated convenience store locations in many instances. Due to changes in the industry, it is now recognised that these facilities are less viable and require larger catchments than in the past. Consequently it is appropriate that site designations be reviewed as development plans are reviewed and only sites that are viable over the long term be designated.

Figure 3 Existing &amp; Proposed Centres





## 6.8 Development Assessment Criteria

As previously indicated the structure planning process will identify the major development potentials for each activity centre. Thus floorspace levels will usually be determined during that process. This section outlines the process to be undertaken when either no structure plan exists or a floorspace threshold is exceeded.

### Information requirements

The Strategy provides a flexible and competitive basis for the allocation and approval of new floorspace. This will encourage the development of activity centres that satisfy the vision and goals of the Strategy and that maximise the net community benefit of activity centre development.

As appropriate to the nature of the proposal, planning applications will need to be based on a submission addressing the requirements of the Casey Planning Scheme, including:

- î the objectives of planning in Victoria (set out in the *Planning and Environment Act 1987*) and an assessment of net community benefit;
- î State and local policy (including this Strategy);
- î zone and overlay controls; and,
- î the principles outlined in this strategy

### Assessment criteria

Development applications need to demonstrate they are consistent with, or respond positively to, the following development assessment criteria:

- î Opportunity for choice.
- î Accessibility and convenience.
- î Amenity and safety
- î Viability and efficiency.
- î Amenity and environment, and
- î Net community benefit.

In doing so, regard is to be had to the other elements of this Strategy, for example the vision, goals and Recognised Activity Centre System. The information in Table 1 is to be read in conjunction with the criteria set out below. Submissions are to conclude with an assessment of the net community benefit/costs of the proposal.

### Opportunity for choice

The activity centre system should provide the full diversity of retail facilities and services to the community, both now and in the future, at recognised levels of service provided by a well-developed retail hierarchy. In general, facilities and services at each of these levels in the hierarchy should be reasonably accessible to all of Casey's citizens. It is acknowledged that due to services thresholds and residential development patterns, there will be some delay in service provision in growth areas.

Proposals should seek to enhance opportunities for choice in shopping, business and social activities. Choice is enhanced by the provision of viable alternative facilities and centres at each level in the hierarchy. A key direction of the Strategy is to encourage a broad range of uses to locate in activity centres.

Proposals which increase opportunities for choice should:

- î promote single destination multi-purpose trips;
- î satisfy community lifestyle needs;
- î be presented as a package of uses to maximise choice at the one location with respect to level



of service; and,

- î promote the centre as a social focus by providing suitable indoor and outdoor places for people to meet within and outside retail hours and allow for the establishment of appropriate community facilities in conjunction with the centre.

### **Accessibility and convenience**

The system of activity centres, both now and for the future, should ensure that all citizens have an acceptable level of access to the centres and that no areas of the City are significantly disadvantaged in terms of public and private transport access to centres and services at various levels in the hierarchy. Table 1 provides details of the accessibility requirements for each tier in the activity centre hierarchy.

New development proposals are to provide an appropriate contribution to infrastructure provision. Infrastructure provision requirements are determined on a case by case basis but may typically include: contribution towards road and intersection upgrading, provision of joint use (pedestrian and cycle) paths, community facilities, etc. These infrastructure requirements may be included within a development contributions plan or form part of a condition to a permit.

### **Design, character and safety**

Council is committed to achieving very high quality urban design in future extensions to, and new, activity centre development proposals. This is in accordance with the first goal of the Strategy, 'Best Practice'. Evidence that development proposals are the outcome of a thorough and well researched design process is fundamental in securing this (as outlined in clause 19.03 of the Casey Planning Scheme, see also Table 1). This process is to commence with a site and context analysis. Designs are to reflect the values and identity of the community forming the core catchment of the centre and evidence to this effect is to be demonstrated. Council expects to have active interactions in this process, early discussion of design concepts is encouraged.

For higher order centres, an overall concept for the design and layout of key activity centre components is to be provided by a Structure Plan approved as part of a development plan overlay (or similar mechanism) under the Casey Planning Scheme. Concept plans are to be developed for lower order centres to guide their orderly development and to ensure high quality design and layout of key components.

Principles for good activity centre design are (symbols A for all, P for principle activity centre, M for major activity centre, N for neighbourhood centres C for convenience centre and PS for peripheral sales precinct, indicate the level in the hierarchy that the principle relates to):

- î activity centres should be planned to achieve high levels of **safety and convenience** for residents, shoppers, workers and other visitors (A);
- î designs are to provide for a high level of **permeability** throughout the site (A), including:
  - ê maximise access opportunities and route choice (A);
  - ê main access points to link to the surrounding road and non-vehicle pathway network (A);
  - ê clear visual and physical delineation of public and private space (P, M, N);
  - ê active frontages to delineate public space and contribute to a vibrant and safe street life (A);
  - ê internal building layout to ensure street frontages contain windows, shop front façade and frequent entrances (A); and,
  - ê vehicle access, parking and servicing should be unobtrusive and not disrupt major pedestrian movements, buildings to be serviced through rear lane ways (P, M).
- î designs provide for a high degree of **legibility** where the qualities of the spaces (physical form and activity pattern) are clear (A), including:
  - ê activities are visible from the main entrance areas, giving clear distinctions and orientation to all points (A);
  - ê a network of pedestrian spaces to form an integral part of the structure of public space (A);
  - ê re-enforce the difference between two sides of the street, where say the south side has sun shading but not on the north side (M, N, C); and,

- ê high quality design treatment of public space, particularly nodes and re-enforce the importance of corner locations; with building form and landscape (P, M, N).
- î variety of use and form contributes to the **vitality** of the area (A), including:
  - ê bring together a variety of uses to encourage interaction and overlapping of activities and spaces (P, M, N, C);
  - ê multi-objective street design that supports a variety of public activities (P, M, N, C);
  - ê pedestrian orientated streets which service local traffic, through commuters, commercial transit as well as strolling, shopping or relaxing (P, M, N); and,
  - ê consideration to the relationship between external development envelope and the area around it (P, M).
- î **robust** places and buildings to offer users choices and that are adaptable to change of use over time and that have strategically located hard and soft zones in buildings (A);
- î visual and contextual cues which reinforce the existing fabric and provide continuities in terms of scale, character, grain, vertical/horizontal rhythms, and contributing to a **sense of place** (A), including:
  - ê building and surrounds relates to the existing site conditions that reinforce key local features and community values (A);
  - ê use of building materials within the context of the site, but at the same time creating a strong and distinct identify (P, M, N);
  - ê respect existing or distinct setbacks, including Casey's **suburban** image (M, N, C, PS);
  - ê contextual street design which emphasises the area's uniqueness and features, rather than being a boxed in standard solution - a landscaped 'street as a park' approach (P, M, N, C);
  - ê Coordinated design of weather protection reflecting the character of the area, such as awnings or verandahs (A); and,
  - ê Design themes that evolve from the locality, rather than importing 'ready-to-wear' design themes (P, M, N).

In responding to these principles, consideration is to be given to the following questions, as appropriate:

- î Does the proposal indicate not only the wealth generating capacity of retailing, but also an interest in shaping and upgrading public space to improve the economic outcomes and assist to become a vibrant community focus?
- î Does the proposal establish key connections with its wider surrounds in terms of land use and activities (connectivity implies not only roadway links)?
- î Does the proposal contribute to the quality of the public realm in terms of permeability and legibility of space and the variety of usage, which results in a more active, vibrant and positive spaces and a high level of safety?
- î Does the design add value to the positive image Casey is seeking to achieve?
- î Does the design address the tension between the proposal and its locality?
- î Does the proposal have a degree of robustness to ensure flexibility to adapt to change and its degree of permanence to the City?
- î Does the proposal add value to the roles and values of the activity centre which serve as a social focus for the community?

Development proposals should be consistent with the following City of Casey policies:

- î **Safer Casey : a Plan for Community Safety** (opportunities for providing natural surveillance of public spaces as well as lighting and safe pedestrian access both within and to the site will be particularly important); and,
- î **Access and Inclusion Policy and Action Plan** (as appropriate, an access audit may be required to be submitted with the application).

### **Viability and efficiency**

Floorspace allocations will be determined by a detailed market assessment of the centre's catchment in the context of the Strategy recommendations.

The provision of retail floorspace and location of future activity centres must take full account of:

- î the need for acceptable levels of return to traders and building owners, and,
- î the need to maintain existing and future centre viability and to provide an attractive basis for ongoing investment and modernisation of the centres.

If a proposal for additional retail floorspace is outside the Strategy recommendations, a detailed assessment of the likely trading impact of the proposal on existing centres is to be undertaken.

The Strategy does not seek to restrict commercial competition between individual businesses and activity centres generally. The established test with respect to regulating commercial competition is that regulation should only occur where there is a prospect of an overall adverse impact upon the extent and adequacy of facilities available to the local community.

In this context, the assessment is to take account of the extent to which the proposal may cause planning blight in other centres. That is, approved, unconstructed floorspace is not to be used to attempt too restrict the development of viable floorspace in another location.

The contribution of the proposal to the City's economy is to be considered, particularly net employment changes.

Careful management of land use, subdivision and development of activity centres is critical to retain flexibility for redevelopment and evolution over time. This includes:

- î ensuring sufficient land is available in activity centres, consistent with likely future demand, and to allow for a range of uses to establish;
- î facilitating activity centres to progressively add layers of complexity through new, refurbished or expanded uses as appropriate; and,
- î ensuring subdivision of land in activity centres does not fragment and constrain a centre's ability to evolve.

Careful management of subdivision is very important to retain a centre's flexibility to redevelop in an integrated way over the long term. There is pressure for activity centres to be subdivided into small units which can then be individually sold. This has not been well managed in the past in some of the existing activity centres. New owners can have competing interests. This can (and has in some of Casey's activity centres) lead to a range of problems that can stifle development options and ultimately deny the community access to modern retail and commercial facilities.

### **Amenity and environment**

The location and planning of activity centres should seek to:

- î encourage and maximise pedestrian, public transport and bicycle usage to activity centres, including clearly defined access points to avoid conflict with vehicles;
- î allow easy access to centres by cars and loading vehicles;
- î reduce negative amenity impacts on the local and wider area;
- î minimise the frequency and length of vehicle trips (in the overall suburban system) by actively encouraging the co-location of compatible facilities;
- î minimise consumption of energy through the efficient design of buildings and layout of centres;
- î provide and enhance open and community space opportunities in the design of the centres; and,
- î seek to use, where possible, existing urban infrastructure. Applicants will be expected to make an appropriate contribution to infrastructure upgrades or new infrastructure which may

be required by the proposal.

The amenity of surrounding properties needs protection and issues for assessment include:

- î Ensuring sensitive design, siting, setbacks, scaling, massing and height.
- î Protecting the amenity of future occupants.
- î Minimising visual impact and bulk.
- î Avoiding over shadowing and loss of light.
- î Minimising traffic effects and car parking.
- î Minimising impacts of noise and smell.
- î Building character.

### **Net community benefit**

Net community (or public) benefit is the guiding principle when assessing planning applications for activity centre development. Detailed submissions should conclude with an assessment of the net community benefit, or cost, of the proposal. Each of the above criteria should form part of the assessment of community benefit.

Net community benefit sometimes requires the balancing of apparently competing objectives in a way that is in the best interests of the community. Net community benefit ensures that net benefits to the public as a whole will result from development proposals having regard to strategic issues such as:

- î efficiency of the suburban system;
- î environment, including undue local impacts;
- î adequacy of public works and facilities;
- î the need to keep the activity centre system balanced;
- î ensuring established centres with significant community assets are not prejudiced;
- î equity and access to goods and services;
- î the need to provide for innovative uses that improve the level of service to the community; and,
- î employment and wealth creation.

The Strategy encourages developments that produce net community benefits by building on existing community assets through objectives of prosperity and sustainability while leaving the market free to compete, to improve levels of service and act as an agent for innovation and change.

## **6.9 Implementation, Monitoring and Review**

### **Implementation**

The following principles guide the effective proactive implementation of the Strategy:

- î preparation of new and updated structure plans;
- î delivery of core physical infrastructure;
- î enhancing the public environment, presentation and amenity; and,
- î business development and centre management.

### **Preparation of structure plans**

Provide clear guidelines and structure plans to establish the preferred long term planning and development framework for activity centres. Structure plans will also assist to determine development opportunities and constraints in the centre in the context of community needs and

expectations. Structure plans provide the overall framework for the centre and guide infrastructure needs, design themes and key business development activities.

### **Core physical infrastructure**

As identified in structure plans and supporting statutory controls, ensure that the required infrastructure is in place or programmed to cater for the planned development of activity centres. This will often require the implementation of development contributions plans, special charge schemes and public works.

### **Public environment, presentation and amenity**

Within a framework provided in structure plans, develop thematic designs for activity centres and ensure, through development programs, that targets are progressively reached for improvements to the amenity and presentation of centres.

### **Business development and centre management**

Facilitate the business management and co-ordination of activity centres at the sub-regional level and above and to other centres as required. This is to include the appointment of business managers/coordinators to prepare and implement a business and marketing plan.

The status and general priority / timing for the delivery of these actions across all the activity centres in Casey is outlined in Table 2. It is recognised that Melbourne 2030 and a General Practice Note provides guidance to the undertaking of structure plans.

### **Monitoring and Review**

The Strategy is not a masterplan for the future development of Casey's activity centres. **The Strategy is a framework for the medium term, the foreseeable future.** The Strategy provides a structure for activity centre development that is expected to be built upon over the long term. In this context, the **foreseeable future** is partially influenced by known development constraints created by the UGB. However, it is recognised that over the next decades a range of issues will likely impact on the activity centre system in Casey including behavioural changes of the community and new market concepts and delivery options created by technology changes, to name just a few.

Therefore it is proposed that the Strategy be reviewed every five years, or as required. This will ensure that it can evolve over time to reflect changes in:

- î residential development trends and patterns;
- î retail and commercial trends and patterns; and,
- î other economic and social change.

The process of undertaking regular reviews of the Strategy will ensure that the activity centre system is responsive to the needs of the community and business sector by allowing it to:

- î accommodate demands for changes in retailing systems, as they occur, to maintain the competitiveness of the retail sector and ensure ongoing economic development;
- î add layers of complexity to centres by including an increasing range of community/business facilities and services;
- î ensure that a disequilibrium between the supply of, and demand for, retail floorspace does not emerge as this would have implications for the viability of activity centres, employment opportunities and broader economic development in the City; and
- î identify related Council policies such as those associated with residential development and infrastructure provision which impact upon the efficient and equitable provision of retail and community facilities.

To assist future reviews and Strategy implementation, Council will establish a retail/commercial floorspace and planning approval monitoring system.

Actions for activity centres

|   | Structure Planning |                                | Statutory Controls |                  |     | Streetscape Enhancements    |             | Business Plan |
|---|--------------------|--------------------------------|--------------------|------------------|-----|-----------------------------|-------------|---------------|
|   | Approved           | Review Date                    | Incorporated Plan  | Development Plan | DCP | Latest Improvements         | Review Date |               |
| Cranbourne Town Centre<br>Fountain Gate - Narre Warren<br>CBD | 1997               | Underway 2004                  |                    | Yes              |     | Stage I (2002)              | 2004/05     |               |
|   | 2004               | 2009                           | (proposed)         | Yes              | Yes | Narre Warren Village (2004) | 2014        |               |
| Berwick Village<br>Casey Central Town Centre                  | 2002               | 2007<br>Underway 2004          |                    | Yes              |     | Stage II Underway           | 2,014       |               |
| Endeavour Hills Town Centre<br>Hampton Park Town Centre       |                    | Underway 2005<br>Proposed 2005 |                    |                  |     |                             |             |               |
| Amberly Park  |                    | Low priority                   | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Autumn Place  |                    | Medium priority                | n/a                |                  | n/a | 2001                        | 2011        | n/a           |
| Cranbourne East   |                    | Underway 2004                  |                    |                  |     | n/a                         | n/a         | n/a           |
| Cranbourne West   |                    | Medium priority                |                    |                  |     | n/a                         | n/a         | n/a           |
| Duff Street   |                    | Low priority                   | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Eden Rise (Berwick sth)                                       |                    | High priority                  |                    |                  |     | n/a                         | n/a         | n/a           |
| Kirkwood Crescent   |                    | Low priority                   | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Lynbrook  |                    | Low priority                   |                    | Yes              |     | n/a                         | n/a         | n/a           |
| Parkhill Plaza  |                    | Low priority                   |                    |                  | n/a | n/a                         | n/a         | n/a           |
| Pearcedale  |                    | High priority                  |                    |                  |     | Underway 2004               | 2014        | n/a           |
| Spring Square   |                    | Medium priority                | n/a                |                  | n/a | 2002                        | 2,012       | n/a           |
| Thompsons Parkway   |                    | Low priority                   |                    |                  | n/a | n/a                         | n/a         | n/a           |
| Tooradin  |                    | Draft                          |                    |                  |     | ( )                         |             | n/a           |
| Bemersyde Drive   | n/a                | n/a                            | n/a                | n/a              | n/a | n/a                         | n/a         | n/a           |
| Berwick Spring Promenade                                      | n/a                | n/a                            | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Box Street  | n/a                | n/a                            | n/a                | n/a              | n/a | n/a                         | n/a         | n/a           |
| Camms Road  | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| Cranbourne Place  | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| Doveton Avenue  | n/a                | n/a                            | n/a                | n/a              | n/a | 2004/05                     | 2015        | n/a           |
| Ernst Wanke Road  | n/a                | n/a                            | n/a                | yes              | n/a | n/a                         | n/a         | n/a           |
| Greaves Road  |                    | n/a                            | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Heatherton Road   |                    | High priority                  | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Hotham Street   | n/a                | n/a                            | n/a                | n/a              | n/a | 2004/05                     | 2015        | n/a           |
| Linden Place  | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| Llewellyn Place   | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| Lurline Street  | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| Main Street   | n/a                | n/a                            | n/a                | yes              | n/a | n/a                         | n/a         | n/a           |
| Pearcedale Road   |                    | n/a                            | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Sommerville Road  | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| South Gippsland Highway (Cr. Nth)                             |                    | n/a                            | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| The Arcade, Junction Village                                  | n/a                | n/a                            | n/a                | n/a              | n/a | 2000                        | 2010        | n/a           |
| Thompson Road (Cranbourne)                                    |                    | n/a                            | n/a                |                  | n/a | n/a                         | n/a         | n/a           |
| Thompsons Road (Lyndhurst)                                    |                    | Medium priority                |                    |                  | n/a | n/a                         | n/a         | n/a           |
| Great Southern Home Centre                                    |                    | Low priority                   |                    |                  |     | n/a                         | n/a         | n/a           |
| Lyndhurst Peripheral Sales                                    |                    | Low priority                   |                    |                  |     | n/a                         | n/a         | n/a           |

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